



# LEGISLATIVE ASSEMBLY DEBATES

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SATURDAY, 21st APRIL, 1934

Vol. V—No. 6

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## OFFICIAL REPORT



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# LEGISLATIVE ASSEMBLY.

*Saturday, 21st April, 1934.*

The Assembly met in the Assembly Chamber of the Council House at Eleven of the Clock, Mr. President (The Honourable Sir Shanmukham Chetty) in the Chair.

## QUESTIONS AND ANSWERS.

### APPOINTMENT OF INSPECTORS UNDER THE INDIAN WIRELESS TELEGRAPHY POSSESSION RULES, 1933.

800. \***Pandit Satyendra Nath Sen:** (a) Will Government be pleased to state whether they have appointed or are going to appoint Inspectors under the Indian Wireless Telegraphy Possession Rules, 1933?

(b) What are the scales of pay and future prospects of such appointments?

(c) What will be the minimum qualifications of the candidates for such appointments and how do Government propose to make the recruitment?

(d) Will candidates, having the required technical training in private institutions and holding Government certificates as Wireless Operators, be eligible for such appointments? If not, why not?

(e) Do Government maintain any wireless training classes? If so, where are they situated and what is the annual recurring expenditure on such institutions and how many students are being trained in these institutions annually?

(f) Do Government propose to consider the desirability of abolishing these Government training classes and effect a saving in the Department, in view of the fact that boys trained in private training institutes are now being granted certificates of competency as wireless operators by the Director-General of Posts and Telegraphs after a proper examination?

(g) How many private wireless training institutions have been recognised by Government so far? Are Government prepared to accept the principle of granting recognition to all such institutions, which fulfil a required standard to be laid by Government?

**The Honourable Sir Frank Noyce:** (a) One Inspector has been appointed and the question of appointing others is under consideration.

(b) The appointments will be temporary on fixed rates of pay.

(c) and (d). It is intended, as far as possible, to fill the appointments from former employees of the Indian Posts and Telegraphs Department who volunteer and are considered suitable. It is not considered necessary to employ qualified wireless operators in these appointments.



(e) No; but from time to time arrangements are made according to requirements to train staff already employed in the Indian Posts and Telegraphs Department. No special expenditure is involved. Private students are not trained in wireless by Government.

(f) No. Wireless operators are recruited from the existing staff of the Indian Posts and Telegraphs Department.

(g) None. Such institutions are not required for Government purposes and the question of granting recognition does not, therefore, arise.

†801\*

#### APPOINTMENT OF TAILOR-MASTERS IN CANTONMENTS.

802. \*Mr. Bhuput Sing: (a) Is it a fact that in every cantonment tailor-masters are appointed by unit commanders on a basis of contract for tailoring and other allied jobs? If so, will Government be pleased to state whether tenders are called for such contracts or such contractors are appointed at the will of the unit commanders in charge of the army in a cantonment?

(b) Will Government be pleased to state the number of tailor-master contractors in all the cantonments in India and will they be pleased to state how many of them are Hindus, Sikhs and Muslims, separately?

(c) Is it a fact that Sikh tailor-master contractors in different cantonments of the Punjab are being replaced by Muslim tailor-master contractors?

(d) Will Government be pleased to state whether in Subathu Cantonment a Sikh tailor-master contractor, who worked for a very long period was replaced by a Muslim contractor?

(e) Are Government aware that this Sikh contractor in Subathu helped Government by giving a large number of recruits during the last Great War? If so, will they be pleased to state whether the Army Department have got any record of the services of such men who helped Government with recruits?

(f) Are Government aware that the Sikh tailor-master contractor, who supplied recruits during the last Great War, wanted a certificate which was refused on the ground that there were no records available for such services? If so, will they be pleased to state why records for army services rendered are not available?

Mr. G. R. F. Tottenham: (a) It is only in British units that tailors are privately appointed by the Commanding Officers. They are paid from regimental and not from Government funds, and the matter is one entirely for the discretion of the regimental authorities.

(b) to (f), Government have no information, and in the circumstances explained in answer to part (a), they do not propose to call for it.

†This question was withdrawn by the questioner

**APPOINTMENT OF TOWN INSPECTORS IN THE DELHI GENERAL POST OFFICE.**

**803. \*Bhai Parma Nand:** (a) Is it a fact that the posts of selection grade Town Inspectors in the Delhi General Post Office so far converted into those of time scale, have mostly been filled up by the juniormost officials of one and the same community by superseding other graduates with longer services?

(b) Is it a fact that these officials have only five years service in the department including the two years period of medical and extraordinary leave which they spent in acquiring their post graduation, failed to pass in the first chance the departmental clerk's confirmation examination, and have also been several times warned for their bad and careless work as Town Inspectors, *vide* Government reply to the unstarred question No. 311, dated the 7th April, 1934, and that charge-sheets are still being made out against them for preparing false diaries?

(c) Is it a fact that the senior aggrieved graduates submitted appeals to the Post Master General, Punjab, Lahore, who in rejecting all of them replied that discretionary powers were vested in the first class Post Masters?

(d) If the replies to the preceding parts be in the affirmative, will Government please state how they account for the over representation of the one and the under representation of the other community?

(e) What is the criterion for exercising the discretionary powers? Are Government prepared to withdraw them and substitute instead some competitive examination or fix some other standard, such as, of seniority combined with academic qualifications or undo the injustice done in the cases cited above?

**The Honourable Sir Frank Noyce:** (a) to (d). Government have no information. The posts in question are filled by the Postmaster by selection from ordinary time-scale clerks without regard to seniority or communal considerations. If the senior graduates referred to are not satisfied with the decision of the Postmaster-General, Punjab and North-West Frontier, it is open to them to represent their case to the Director General through the usual official channel.

(e) As regards the first part, no criterion has been prescribed. As regards the second and third parts, the reply is in the negative. As regards the last part, the Honourable Member is referred to the reply given to parts (a) to (d) above.

**RULES FOR RECRUITMENT OF STAFF ON STATE-MANAGED RAILWAYS.**

**804. \*Mr. S. C. Mitra:** (a) Will Government be pleased to state whether the rules for recruitment of staff on State-managed Railways provide that recruitment will be from among persons who have completed a training in Telegraphy in recognised private training schools?

(b) How many of such private institutions have been recognised by Government in different provinces? Do Government propose to extend this privilege to all old and well established institutions, with a view to increase the educational facilities in the country?

(c) Is it the accepted policy of the Railway Board to abolish all the training classes now maintained by the Railway Department and recruit persons trained in private institutions duly recognised by the Department? If not, will Government please state their policy?

(d) Is it a fact that the training class at Chandausi is maintained by the East Indian Railway at a heavy expense? Have Government considered the feasibility of its abolition?

**Mr. P. R. Rau:** (a) The rules provide that recruits may be—

- (i) persons to be trained in telegraphy in railway telegraph schools;
- or
- (ii) persons who have completed a training in telegraphy in recognised private telegraph training schools.

(b) and (c). Government have not themselves recognised any private institution and have no information regarding the private institutions which have been recognised by Railway Administrations for the purpose. The recruitment and training of subordinate staff is entirely in the hands of the local Railway Administrations to whom is left the duty of deciding what private institutions should be considered as affording adequate training facilities and worthy of recognition for the purpose of the rule referred to.

(d) The Chandausi School is not only maintained for training staff in telegraphy but also for other purposes. The question of the necessity for its retention was carefully considered recently by the Railway Board who came to the conclusion that it was inadvisable to abolish it but they have asked the Agent of the East Indian Railway to investigate the most efficient and economical method of training of subordinates and prepare a definite scheme for such training at two centres, on that railway, *viz.*, Chandausi and Asansol.

#### TRAINING IN TELEGRAPHY TO THE UPPER DIVISION CLERKS.

805. **\*Mr. S. C. Mitra:** (a) Is it a fact that the Posts and Telegraphs Retrenchment Sub-Committee of 1931 recommended that the training in telegraphy to the Upper Division Clerks should be given in private institutions, which are specifically recognised by Government for the purpose?

(b) Will Government please state whether any private institution has so far been recognised for the purpose?

(c) Are Government prepared to consider the desirability of holding examinations of students trained in private institutions and of granting them certificates of competency as Postal Service Signallers under the standard laid down in the rules of the Telegraph Department?

**The Honourable Sir Frank Noyce:** (a) Yes.

(b) No.

(c) No. The proposal has already been considered by the Director-General who was unable to accept it. Government see no reason to reconsider the matter.

#### SENIORITY OF INSPECTORS OF POST OFFICES AND HEAD CLERKS TO SUPERINTENDENTS OF POST OFFICES AND CERTAIN OTHER OFFICIALS IN THE CALCUTTA GENERAL POST OFFICE.

806. **\*Mr. D. K. Lahiri Chaudhury:** (a) Will Government be pleased to state if it is a fact that it was ordered by the Director General of Posts and Telegraphs that all Inspectors of Post Offices or Head Clerks to Superintendents of Post Offices drawing pay of Rs. 60 and upwards on the 1st December, 1919, were to be considered senior not only to officials drawing Rs. 100 on that day but also to selection grade officials whose pay was raised to Rs. 145—170 grade as a result of revision of pay with effect from 1st December, 1919?

(b) Is it a fact that Inspectors or Head Clerks as mentioned above were thus given senior position to clerks drawing pay in the grade of Rs. 70, Rs. 80 or Rs. 100 which existed at that time?

(c) Will Government be pleased to furnish a statement showing the names of the clerks of the Calcutta General Post Office who were drawing Rs. 60, Rs. 70, or Rs. 80, on the 1st December, 1919, as well as the names of the Inspectors who were drawing Rs. 60 on that date, together with their relative position in the combined gradation list of selection grade officials in the Bengal and Assam Circle for the purpose of promotion in the grade of Rs. 250—350?

(d) Will Government also please furnish a statement showing the names of the officials who have been promoted to the grade of Rs. 250—350 in Calcutta either in a permanent or officiating capacity during the years 1932-33 and 1933-34, and the number of those who worked in Calcutta and in Mufassil?

(e) Will Government please also state for how many years the mufassil men will continually get promotion in the grade of Rs. 250—350 in Calcutta?

**The Honourable Sir Frank Noyce:** (a) The fact is not as stated. The actual orders of the Director-General are as contained in clause (ii) of his letter No. AX-127, dated the 2nd December, 1922, a copy of which was laid on the table, in reply to Mr. Muhammad Anwar-ul-Azim's starred question No. 158, in this House, on the 23rd August, 1927.

(b) The fact is not exactly as stated. The Honourable Member will see from the Director-General's letter just mentioned that Inspectors and Head Clerks to Superintendents of Post Offices who attained this position before the introduction of the revised scales of pay, i.e., before the 1st December, 1919, were given seniority over the officials in the old grades of Rs. 70, Rs. 80 and Rs. 100, in the general line, who entered the new grade of Rs. 145—170 after that date.

(c) Government regret that the information is not readily available.

(d) A statement is laid on the table.

(e) The Honourable Member is referred to the reply given to part (c) of Mr. S. C. Mitra's starred question No. 78, in this House, on the 5th February, 1934.

*Names of officials promoted to the grade of Rs. 250—350 in an officiating capacity. (No permanent promotion has been made.)*

	Names.	Whether worked in Calcutta or in Mofassil.
During 1932-33 .	(1) Mr. L. M. Ghosh . . .	Mufassil.
	(2) „ B. M. Chakladar . . .	Calcutta.
	(3) „ K. P. Chatterjee . . .	Calcutta.
During 1933-34 .	(1) Mr. M. L. Mazumdar . . .	Mufassil.
	(2) „ N. P. Ghosh . . .	Mufassil.
	(3) „ B. C. Sanyal . . .	Mufassil.
	(4) „ P. C. Rakshit . . .	Mufassil.
	(5) „ J. N. Nandi . . .	Mufassil.

**APPOINTMENT OF ENGINEERING OFFICERS AS POSTMASTER GENERAL IN  
THE BENGAL AND ASSAM CIRCLE.**

**807. \*Mr. D. K. Lahiri Chaudhury:** (a) Is it a fact that Engineering officers are appointed as Postmaster General in the Bengal and Assam Circle?

(b) If the reply to part (a) be in the negative, will Government be pleased to state whether the officers of the Post Office or Telegraph Engineering held charge of that Circle in the last three years?

(c) Is it a fact that there is one Director, Telegraph Engineering, in that Circle?

(d) If so, will Government be pleased to state why another Engineering Officer has been kept in that Circle when the Postmaster General, Bengal and Assam Circle, himself is an Engineering Officer?

(e) Will Government please state who supervises the work of the Engineering Divisions in Bihar and Orissa and Central Circles?

**The Honourable Sir Frank Noyce:** (a) and (b). The attention of the Honourable Member is invited to the statement laid on the table, on the 14th March, 1934, in reply to part (c) of Mr. S. C. Mitra's starred question No. 470.

(c) Yes.

(d) The appointment of officers of the Superior Telegraph Engineering Branch as Postmasters-General is made in accordance with the rules regulating promotion to those posts contained in the notification of the Department of Industries and Labour, dated the 8th February, 1934, published in the Gazette of India, dated the 10th February 1934. Their posting either to the Bengal and Assam Circle or to any other Circle is made in accordance with the exigencies of the service.

(e) The Postmasters-General of Bihar and Orissa, Central and other Circles are in charge of all work connected with the Post Office, Telegraph Traffic and Telegraph Engineering in the Circle.

**ACCELERATION OF THE SPEED OF THE 20 DOWN EXPRESS ON THE EAST  
INDIAN RAILWAY.**

**808. \*Mr. D. K. Lahiri Chaudhury:** (a) Is it a fact that 19-Up Howrah Benares Express Train (East Indian Railway), takes 14 hours 27 minutes to reach Benares from Howrah while in the down journey 20 Down train takes 15 hours 46 minutes to reach Calcutta from Benares?

(b) Will Government please state why it takes so long to reach Calcutta?

(c) Are Government aware that the train is over-crowded?

(d) Are Government prepared to arrange to accelerate the down train so that it can reach Calcutta earlier than at present? If not, why not?

**Mr. P. R. Rau:** I would refer my Honourable friend to the reply given by me to his question No. 278 on the 26th February.

**SPEED OF CERTAIN TRAINS ON THE EAST INDIAN AND EASTERN BENGAL RAILWAYS.**

809. \***Mr. D. K. Lahiri Chaudhury:** (a) Is it a fact that local trains on the Eastern Bengal Railway take 1 hour 43 minutes to reach Calcutta from Ranaghat which is about 47 miles while it takes a local train on the East Indian Railway two hours or more to reach Howrah from Debipur which is about 48 miles from Howrah?

(b) Will Government please state what is the cause of such difference in the speed of trains on these two Railways?

(c) Will Government please state when 59-Up local train leaves Calcutta and when it reaches Ranaghat and when 89-Up local train leaves Howrah and when it reaches Debipur on the Eastern Bengal Railway and East Indian Railway, respectively?

**Mr. P. R. Rau:** (a) Yes.

(b) This point was once before raised by my Honourable friend in his question No 279 on the 26th February. A copy of that question was sent to the Agent of the East Indian Railway. I place on the table a copy of his reply, which explains the position.

(c) No. 59 Up Local train leaves Calcutta (Sealdah) at 16-54 hours and reaches Ranaghat at 18-26 hours.

No. 89 Up Local leaves Howrah at 17-06 hours and reaches Debipur at 19-04 hours.

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*Copy of letter No. A. T.-48/8, dated 9th April, 1934, from the Agent, East Indian Railway, to the Secretary, Railway Board.*

With reference to the Board's endorsements No. 4893-T., dated 2nd March, 1934, I beg to reply as follows:

1. Item (C) of the question: to accelerate 88 Down and 90 Down Burdwan-Howrah locals it would either be necessary to reduce their loads or to withdraw some of the stops.

I cannot agree to reduce the loads because these trains are worked with suburban rakes having a standard composition of 8 bogies which cannot be interfered with without causing great inconvenience in working and because any reduction in the accommodation on these trains would result in overcrowding, particularly on the Bandel-Howrah section.

I cannot agree to reduce the number of stops at stations on the Burdwan-Bandel section as these trains are primarily intended to cater for traffic from stations on this section. There are 14 stations between Bandel and Howrah and Nos. 88 Down and 90 Down stop at six and seven of these respectively. If these stops were withdrawn the daily passengers would be seriously inconvenienced as the number of office locals available from the stations would be reduced from five to three in the majority of cases, and the interval between these trains would be increased from an average of 20 minutes to 34 minutes.

A comparison with the Eastern Bengal Railway trains cannot reasonably be made as the conditions on the Debipur-Howrah section differ from the Ranaghat-Sealdah section of the Eastern Bengal Railway specially in regard to the following points:

- (a) The number of stations on the Howrah-Debipur Section is 22 as against 19 on the Sealdah-Ranaghat section.
- (b) The suburban traffic on the Eastern Bengal Railway is heavier than that over the East Indian Railway and therefore a greater number of trains are run between Ranaghat and Sealdah to cope with the heavier traffic.
- (c) The Eastern Bengal Railway suburban trains are composed of six bogies while the East Indian Railway trains are run with eight bogies.

2. Item (F) of the question: The two evening trains from Burdwan to Howrah referred to in the question are 152 Down Burdwan Passenger and 22 Down Gomoh fast Passenger. The former stops at all stations and the latter stops at important stations only below Burdwan. No 22 Down is intended primarily for long distance passengers and as the traffic at stations where this train does not stop is principally for short distances, there is no justification for stopping 22 Down at all stations. Moreover if this request was complied with, No 22 Down would arrive at Howrah at about midnight which is undesirable in the interest of both long and short distance passengers.

**ALLEGATIONS AGAINST MR. K. M. HASSAN; DEPUTY DIRECTOR,  
ESTABLISHMENTS, RAILWAY BOARD.**

810. **\*Bhai Parma Nand:** (a) Is it a fact that all establishment matters are being dealt with in 'C' branch of which, Mr. Hassan, Deputy Director, Establishment, Railway Board, is in charge?

(b) Are Government aware that Mr. K. M. Hassan is President of the Muslim Club, and that through him information regarding establishment matters is supplied to other members of the club?

(c) Is it a fact that the selection and appointment of Mr. Hassan as Deputy Director, Railway Board was not considered in any meeting of the Railway Board? If so, why not?

(d) Is it a fact that Mr. Hassan was once serving as Assistant Traffic Superintendent on the North Western Railway and was made to resign on pain of removal from service, and that his appeal to the highest authority was rejected?

(e) Is it a fact that he was again taken into Railway service for certain meritorious deeds? If so, will Government please state the nature of these meritorious services and also the grounds on which he was made to resign?

(f) Are Government aware of the fact that there is a great discontent among the members of the Branch on account of the behaviour of the Deputy Director?

**Mr. P. R. Rau:** (a) Establishment matters are dealt with in F. Branch of the Railway Board's Office. The Director of Establishment is in charge of that Branch. Mr. Hassan is Deputy Director, Establishment.

(b) and (f). The answer is in the negative.

(c) The selection and appointment of Mr. Hassan received full consideration from the Board.

(d) and (e). I would refer the Honourable Member to Sir George Rainy's replies to parts (c), (d), (e), (f) and (h) of question No. 511 asked by Mr. D. K. Lahiri Chaudhury in this House on the 16th September, 1929.

**Mr. S. G. Jog:** In view of the fact that the reply was given very very long ago, will the Honourable Member kindly repeat that reply? It has become very old.

**Mr. P. R. Rau:** I think my Honourable friend can consult the proceedings of that date in the Library.

**Bhai Parma Nand:** What is the tenure fixed generally for such officers in the Railway Board?

**Mr. P. R. Rau:** No tenure has yet been definitely fixed for such appointments.

**Bhai Parma Nand:** Is it not for three years?

**Mr. P. R. Rau:** No tenure has yet been definitely fixed.

**PERCENTAGE OF HINDU, SIKH AND MUSLIM EMPLOYEES IN THE RAILWAY LOCO. SHED, LAHORE.**

811. **\*Bhai Parma Nand:** What is the percentage of the Hindus, Sikhs and Muslim employees in the Railway Loco. Shed, Lahore?

**Mr. P. R. Rau:** Government regret they are unable to supplement with figures for individual offices the information in regard to communal representation in railway services which is given in the Annual Report by the Railway Board on Indian railways.

**ALLEGED HARASSMENT OF THE HINDU AND SIKH EMPLOYEES IN THE RAILWAY LOCO. SHED, LAHORE.**

812. **\*Bhai Parma Nand:** (a) Has the attention of Government been drawn to a note published in the *Daily Herald*, Lahore, dated the 6th April, under the heading "Railway Hindus coerced into Islam"?

(b) Do Government propose to make an enquiry into the allegations of fanatic attempts of certain clerks to harass the Hindu and Sikh employees and the results of such attempts?

(c) Have the local authorities received any representations in this connection? If so, what action have they taken to remedy the state of affairs prevailing in the Loco. Shed?

**Mr. P. R. Rau:** Government have seen the report in the Press containing the allegations referred to by my Honourable friend, and a copy has been sent to the Agent of the North Western Railway, for such action as he may consider necessary.

**Shaikh Sadiq Hasan:** Who is in charge of the Loco. Shed in Lahore?

**Mr. P. R. Rau:** I am afraid I do not know the name of the person in charge.

**Shaikh Sadiq Hasan:** What are the percentages of the Hindu, Sikh and Muslim employees in the Railway Loco. Shed, Lahore?

**Mr. P. R. Rau:** Does that arise out of question No. 812?

**Maulvi Muhammad Shafee Daoodi:** Has the Honourable Member, who has put this question, any personal knowledge of the fact that the Railway Hindus had been coerced into Islam?

†813.\*



**CARRYING OF A SPRING BALANCE ALONG WITH THE HAYMAN-MOHINDRA PUNCH BY THE TRAVELLING TICKET EXAMINERS ON THE EAST INDIAN RAILWAY.**

814. **\*Dr. Ziauddin Ahmad:** (a) Is it a fact that the Travelling Ticket Examiners on the East Indian Railway, are compelled to carry with them a spring balance along with Hayman-Mohindra punch?

- (b) What is the size and weight of the punch?
- (c) What is the size and weight of the spring balance?
- (d) What is the price of each balance?

**Mr. P. R. Rau:** (a) Yes.

(b) The size of the Punch with magazine is about 10" long and its weight is about  $1\frac{3}{4}$  lbs.

(c) Size  $9\frac{1}{4}$ " by  $1\frac{1}{4}$ ".

Weight 1 lb. 1 oz.

(d) Rs. 3-15-0.

**PURCHASE OF SPRING BALANCES CARRIED BY THE TRAVELLING TICKET EXAMINERS ON THE EAST INDIAN RAILWAY.**

815. **\*Dr. Ziauddin Ahmad:** (a) Were the spring balances carried by Travelling Ticket Examiners on the East Indian Railway, purchased in India or in England?

- (b) Who is the maker of these balances?
- (c) Were they purchased through the Indian Stores Department?
- (d) What is the total amount spent on purchasing these balances?
- (e) What is the need of incurring such a large expenditure?

**Mr. P. R. Rau:** (a) In India.

(b) Salter's.

(c) No.

(d) Rs. 381-8-0.

(e) The spring balances are required to enable Travelling Ticket Examiners to weigh unbooked luggage detected in trains. I am informed the expenditure has been fully justified by results.

**Mr. S. G. Jog:** May I ask, Sir, if the Financial Commissioner is inventing any such machine at present?

**Mr. P. R. Rau:** I am afraid I have no mechanical talent.

**GETTING INTO RUNNING TRAINS OF TRAVELLING TICKET EXAMINERS ON THE EAST INDIAN RAILWAY.**

816. **\*Dr. Ziauddin Ahmad:** (a) Is it not a fact that the Travelling Ticket Examiners on the East Indian Railway, are often compelled to get into compartments in the moving train?

(b) Does this not affect their safety?

(c) Is it not a fact that Travelling Ticket Examiner Nathu Ram fell down from the compartment while attempting to get into the train with Hayman-Mohindra punch in his one hand and packages of note books in the other?

**Mr. P. R. Rau:** (a) I am informed that this is not the case and that it is against orders to do so.

(b) Does not arise.

(c) I am informed that this was so. The Agent reports that satchels with a strap to sling from the shoulder are provided for the carriage of the punch and books, etc., so as to leave the hands free.

**Pandit Satyendra Nath Sen:** May I ask, Sir, if the fall of Nathu Ram was noted as a disqualification in his service file?

**Mr. P. R. Rau:** I am afraid I must ask for notice of that question

**REVIEW OF MR. SCOTT ON THE MOODY-WARD REPORT ON THE TICKET CHECKING SYSTEM ON THE EAST INDIAN RAILWAY.**

817. **\*Dr. Ziauddin Ahmad:** (a) Is the review of Mr. Scott on the Moody and Ward Report on the ticket-checking system on the East Indian Railway published?

(b) If not, will Government please lay a copy in the Library or on the table of this House?

(c) What was the opinion of the Director of Finance on the report?

**Mr. P. R. Rau:** (a) No.

(b) and (c). Government regret their inability to publish the opinions of individual officers on the subject.

**RESTRICTIONS ON CARS COMING TO BRITISH TERRITORY FROM INDIAN STATES.**

818. **\*Diwan Bahadur Harbilas Sarda:** Will Government kindly state if cars coming to British territory from Indian States are subjected to any restrictions? If not, do Government propose to move in the matter to secure reciprocal treatment from the State authorities concerned?

**The Honourable Sir Harry Haig:** The general conditions under which cars may be brought temporarily into British India from Indian States are prescribed in Notification No. 627, dated the 6th July, 1916, a copy of which has been placed in the Library of the House. Certain Local Governments have framed rules under the Motor Vehicles Act making provision for reciprocity with Indian States in the matter of licensing and registration.

**CORRESPONDENCE WITH HIS RELATIONS OF MR. SATIN SEN, A STATE PRISONER IN THE CAMPBELLPUR JAIL.**

819. **\*Mr. S. C. Mitra:** (a) With reference to the answer to my starred question No. 523, part (a), will Government please explain why the relations of detainee, Mr. Satin Sen, confined in Campbellpur Jail, are not getting any letter from him since October last?

(b) Is it due to Mr. Sen's reluctance to correspond with his relations, or for any other reasons? If the latter, what are the reasons?

(c) Is it a fact that interview prayed for by his brother, Mr. Abinash Sen, has been refused again? If so, on what grounds?

**The Honourable Sir Harry Haig:** Enquiries are being made and a reply will be laid on the table, in due course.

#### FUND CREATED FROM THE PERSONAL PROPERTY OF RAJA RAGHUJI III.

820. **\*Rao Bahadur S. R. Pandit:** Will Government be pleased to state the exact amount of the fund created from the personal property of Raja Raghuji III from which pensions amounting to over rupees ninety thousand are granted to the members of the Bhonsla family annually, *vide* the Central Provinces Nagpur District Gazetteer, Volume I, page 96 paragraph 88?

**Mr. H. A. F. Metcalfe:** The information is being collected and will be laid on the table, in due course.

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### UNSTARRED QUESTIONS AND ANSWERS

#### APPOINTMENT OF HINDUS IN THE INDUSTRIAL ESTABLISHMENT OF THE GOVERNMENT OF INDIA PRESS, NEW DELHI.

389 **Bhai Parma Nand:** (a) With reference to the reply to the question No. 684, dated the 7th March, 1933, will the Honourable Member in charge of the Department of Industries and Labour kindly state whether Hindus were given their due share of appointments in the industrial establishment of the Government of India Press, New Delhi, in the recruitment made from April 1933 onwards?

(b) Will Government be pleased to state the number of appointments made, community-wise, in the sanctioned strength of the industrial staff, from April 1933 onwards?

(c) How many compositors were appointed from April 1933 onwards according to communities?

(d) What are the reasons for overlooking the claims of Hindus in the industrial establishment of the Press, and what steps do Government propose to take in the matter?

(e) Is it a fact that all low-paid posts in the industrial establishment, like that of labourer, are given to Hindus and all high paid appointments given to minorities?

(f) Will Government please submit a statement showing all recruitments made, community-wise, since April 1933 and the scales and pay attached to each post?

(g) Are Government aware that the communal composition is based on the aggregate strength of the industrial establishment and not on the number of the higher or lower appointments?

(h) Is it a fact that the strength of Hindus is made up by recruiting coolies in the industrial establishment of the press? If so, do Government propose to revise the existing orders, after looking into the facts and figures?

**The Honourable Sir Frank Noyce:** (a) I am not sure what the Honourable Member means by a due share. No fixed share is allotted to any community. The recruitment was made in accordance with the orders of Government.

		Permanent.	Temporary.
(b)			
Hindus	. . . . .	9	16
Muslims	. . . . .	7	6
Sikhs	.. . . .	3	..
Indian Christians.	. . . . .	2	1
Total		21	23

Appointments made in leave vacancies and a few appointments which will probably terminate at the end of the Assembly Session have not been included in the figures.

(c) Five, of whom three were Hindus and two Muslims. In addition during the winter season four temporary compositors were appointed of whom two were Hindus, one was a Muslim and one an Indian Christian.

(d) In view of the replies given to the previous parts, the question does not arise.

(e) No.

(f) A statement is given below :

Post.	Hindus.	Muslims.	Sikhs.	Christians.	Pay.
Lino Operator . . .	1	..	..	1	Rs. 70—3—85—4
Mechanic . . . .	1	..	..	..	—105
Press and Machine Jamadar.	..	1	..	..	„ 70—3—85
Copyholders . . .	6	3	..	..	„ 40—2—50
Machineman . . .	1	1	1	..	„ 35—2—45
Machine Inker . . .	1	1	1	..	„ 28—2—46
Warehousemen . . .	1	1	1	..	„ 20
Labourers . . . .	5	3	1	1	„ 18
Compositors . . .	6	2	..	1	„ 15
Flyboy . . . . .	3	2	..	..	Piece-rate.
	1	..	..	..	Piece-rate.
Total . . . . .	25	13	3	3	

(An officiating overseer on a pay of Rs. 225—15—300 and an apprentice on a subsistence allowance of Rs. 50 per month, were also appointed; both of these are Muslims.)

(g) Yes.

(h) The figures furnished in part (f) show that the allegation is groundless. The second part does not arise.

PROMOTIONS IN THE CLERICAL ESTABLISHMENT OF THE GOVERNMENT OF INDIA PRESS, NEW DELHI

**390. Bhai Parma Nand:** (a) Is it a fact that all promotions to higher grades in the clerical establishment of the Government of India Press, New Delhi, are made by merit according to rules made by Mr. Ascoli in 1925?

(b) Is it a fact that the Controller of Printing and Stationery, India (Mr. Letton), has recently passed an order that lack of knowledge of English, which is a common failing, should not be a bar to promotion to upper scales? Is the same standard of qualifications applied to promotions in the Secretariat and attached offices of the Government of India? If not, do Government propose to revise the orders of Mr. Letton which conflict with those of Mr. Ascoli and revise the handbook accordingly?

**The Honourable Sir Frank Noyce:** (a) The rules framed by Mr. Ascoli in 1925 were modified subsequently. Under the existing rules promotions of clerks from a lower grade to a higher grade should be made on merit provided attendance and conduct are also satisfactory.

(b) The reply to the first part is in the negative. The other parts do not arise.

APPOINTMENTS ON COMMUNAL BASIS IN THE GOVERNMENT OF INDIA PRESS, NEW DELHI.

**391. Bhai Parma Nand:** (a) Is it a fact that the Government or the Controller of Printing passed an order some time back that all appointments from temporary to permanent establishment in the Government of India Press, New Delhi, should be made on a communal basis?

(b) Is it a fact that the Manager, Government of India Press, New Delhi, has refused to carry out these orders?

(c) Will Government be pleased to state community-wise the number of appointments made to permanent industrial establishment from April 1933 up to date and state why the claims of Hindus are being overlooked?

**The Honourable Sir Frank Noyce:** (a) At the instance of my Department instructions were issued to the Manager to adhere strictly to the orders of Government regarding the redress of communal inequalities in making recruitment to the permanent establishment.

(b) No.

(c) The following permanent appointments were made by the transfer of men from the temporary establishment:

Hindus	.	.	.	.	.	.	.	.	.	.	.	7
Muslims	.	.	.	.	.	.	.	.	.	.	.	10
Sikh	.	.	.	.	.	.	.	.	.	.	.	1
Indian Christians	.	.	.	.	.	.	.	.	.	.	.	3
											Total	21

As regards direct recruitment to the permanent posts the attention of the Honourable Member is invited to my reply to part (b) of his unstarred question No. 389. The last part does not arise.

DISABILITY PENSION TO MILITARY EMPLOYEES INVALIDED DURING THE GREAT WAR.

392. **Mr. S. G. Jog:** (a) With reference to the statement laid on the table on 14th March, 1934 in reply to unstarred question No. 325 of 14th December, 1933, will Government be pleased to state whether under 1915 rules the question of "aggravated by field or foreign service" had to be adjudicated by the original invaliding boards?

(o) Is it not a fact that in *India's Contribution to the Great War*, while dwelling on the liberality of the 1922 rules as compared with 1915 rules, it is given that the new rules provided disability pension, not only for disabilities contracted on, or attributable to field or foreign service, but also for disabilities so aggravated by the exigencies of the service for which the individuals had to be discharged before earning an ordinary pension?

(c) Is it not a fact that Government, in their answer, to starred question No. 112 (c), (j) and (g) of 4th April 1932, laid on the table on 15th September, 1932, said they do not consider it necessary to provide for in the Regulations for aggravated disabilities. Administrative instruction how such cases are to be dealt with are already in existence?

(d) Will Government please lay a copy of these administrative instructions with the date of their issue on the table and say whether it was in accordance with one of these instructions that the 1916 Medical Boards were required to adjudicate the aggravated phase of a disability? If so, which of the instructions was applied in the case referred to in (a) above?

(e) Has it been the practice, in respect of all diseases, not detected during field service to presume that they are neither contracted on, nor aggravated by, field or foreign service? Do Government intend to adjudicate all disabilities other than wounds and injuries in this light for the remaining period of two years' extension of limitation granted under Recommendation No. VI of the War Pensions Committee?

(f) What was the definition of the term 'aggravated by field or foreign service' in 1916 and what is the definition at present? Is it not the intention to govern the war cases by the present definition?

**Mr. G. R. F. Tottenham:** Questions Nos. 392 and 393 are being examined, and replies will be laid on the table, in due course.

DISABILITY PENSION TO MILITARY EMPLOYEES INVALIDED DURING THE GREAT WAR.

†393. **Mr. S. G. Jog:** (a) Will Government be pleased to state whether the subsequent medical board, referred to in their statement laid on the table on 14th March, 1934, in reply to unstarred question No. 325 of 14th December, 1933, formed an appeal board, in the sense of Government's answer to unstarred question No. 281 of 29th March, 1932, to alter the opinions formed by the original board, or it was merely to resurvey the degree of disability, and stick to the opinion of the original medical board as to the question of 'attributability' in the sense of Government's answer to unstarred question No. 143 (c) of 9th March, 1932?

(b) On whom rests the burden of producing 'strict evidence' that the disability was contracted on field or foreign service, or it first became manifest on such service resulting in such an aggravated form that the individual had to be discharged as no longer fit for further military service?

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†For answer to this question, see answer to question No. 395.

(c) Were the copies of casualty forms and hospital cards given to the individuals during the War to substantiate the facts shown in (b) above?

(d) Has it been the practice to regard the facts: (i) 'the disability was not contracted on field or foreign service' and (ii) the disability was not aggravated by field or foreign service, as questions of opinion and not as questions of facts?

(e) Has it been the practice to ignore the certification of all the medical officers who examined an individual before his being deputed to field or foreign service, as regards his fitness for such service, and give every weight to the conclusions of the invaliding board as regards 'contracted on', 'attributable to' and 'aggravated by'?

#### STAFF IN CERTAIN RAILWAY MAIL SERVICE DIVISIONS.

394. **Mr. D. K. Lahiri Chaudhury:** Will Government be pleased to submit a statement showing the number of (i) selection grade officials, (ii) Inspectors, (iii) Sorters, (iv) Lower Division sorters and (v) inferior staff, working in the following Railway Mail Service Divisions on the 1st March, 1934?

"W" Division, "K" Division, "B" Division, "D" Division, "P" Division, "A" Division, "L" Division, "C" Division, "E" Division and "S" Division.

**The Honourable Sir Frank Noyce:** Government regret that figures corrected up to the 1st March, 1934, are not readily available and cannot be obtained without an undue expenditure of time and labour. Figures for 1933 are available only in respect of selection grade officials, inspectors and sorters, and a statement is annexed.

It is hoped that this will meet the Honourable Member's requirements.

*Statement showing the number of (i) selection grade officials (ii) Inspectors and (iii) ordinary time-scale sorters in the Railway Mail Service Divisions referred to in the question.*

Names of Railway Mail Service Divisions.	Selection grade officials (up to October 1933).			Ordinary time-scale sorters (up to April 1933.
	250—350.	160—250.	Inspectors 160—250.	
"W" . . . . .	1	6	6	282
"K" . . . . .	<i>Nil</i>	<i>Nil</i>	3	83
"B" . . . . .	1	2	5	239
"D" . . . . .	1	9	7	397
"P" . . . . .	1	8	4	204
"A" . . . . .	1	13	4	373
"L" . . . . .	1	8	12	433
"C" . . . . .	1	11	7	359
"E" . . . . .	1	7	5	321
"S" . . . . .	1	2	3	198

## INCOME AND EXPENDITURE OF EACH POSTAL CIRCLE.

395. **Mr. D. K. Lahiri Chaudhury**: Will Government be pleased to furnish a statement showing the total income and expenditure in each Postal Circle separately under separate heads (i) Postal, and (ii) Telegraph, during the year 1932-33?

**The Honourable Sir Frank Noyce**: As the accounts of the Department are not kept by Circles, Government regret that they are unable readily to furnish the information. Special preparation would involve an expenditure of time and labour, which would be incommensurate with the object to be gained.

## THE HINDU TEMPLE ENTRY DISABILITIES REMOVAL BILL.

## PRESENTATION OF THE REPORT OF THE COMMITTEE ON PETITIONS.

**Mr. Abdul Matin Chaudhury** (Assam: Muhammadan): Sir, I present the Report of the Committee on Petitions on certain petitions relating to the Bill to remove the disabilities of the so-called Depressed Classes in regard to entry into Hindu temples.

## THE HINDU MARRIAGES DISSOLUTION BILL.

## PRESENTATION OF THE REPORT OF THE COMMITTEE ON PETITIONS

**Mr. Abdul Matin Chaudhury** (Assam: Muhammadan): Sir, I present the Report of the Committee on Petitions on certain petitions relating to the Bill to remove certain doubts regarding the dissolution of marriages of persons professing the Hindu religion.

## DISSOLUTION OF THE LEGISLATIVE ASSEMBLY.

**Mr. President** (The Honourable Sir Shanmukham Chetty). The Chair has been asked to announce that His Excellency the Governor General regrets that he is not yet in a position to make any announcement with regard to the question of the dissolution of the present Legislative Assembly as various issues are involved in connection with which he is still in communication with His Majesty's Government in London. He trusts, however, that he will be able to communicate the decision arrived at before the end of this month. The Chair knows Honourable Members are anxious to have some idea as to the exact date when they would be summoned to meet in Simla, but the Chair has no doubt they would realise that the date of the next Simla Session would depend upon the fact whether the Assembly is to be dissolved and the general election is to be held or not. If a dissolution takes place, then the Simla Session of the Assembly will begin somewhere about the 16th July; but if His Excellency the Governor General decides not to dissolve the Assembly, then it would not be necessary to summon the Simla Session so early



as that. The Chair would, however, arrange to see that as soon as the communication of His Excellency the Governor General is made available, Honourable Members are informed about the date of the next Simla Session.

**Sir Hari Singh Gour** (Central Provinces Hindi Divisions: Non-Muhammadan): May I beg to inquire what would be the duration of the Simla Session and the nature of work to be proposed to be transacted there? I am perfectly certain that the Government must be in a position to say that, as they always get in advance the programme of the work to be done in Simla. They should give us some indication as to how long they are likely to keep the Members in Simla. There are rumours afloat that the Simla Session will last for two months.

**The Honourable Sir Brojendra Mitter** (Leader of the House): Our present estimate is that the Simla Session will last for about six weeks unless, of course, Dr. Ziauddin keep us longer. (Laughter.)

#### RESOLUTION *RE* EXCISE DUTY ON MOTOR SPIRIT FOR THE PURPOSES OF ROAD DEVELOPMENT.

**The Honourable Sir Frank Noyce** (Member for Industries and Labour): Sir, with reference to what fell from my Honourable friend, Mr. Mitra, yesterday, I must apologise to the House for the length of the Resolution\*

\*"In supersession of the Resolution adopted by this Assembly on the 4th February, 1930, as supplemented by the Resolution adopted by this Assembly on the 3rd October, 1931, this Assembly recommends to the Governor General-in-Council that :

1. There shall continue to be levied on motor spirit an extra duty of customs and of excise of not less than two annas per gallon, and the proceeds thereof shall be applied for the purposes of road development.

2. (1) From the proceeds of such extra duty in any financial year there shall be deducted a sum equivalent to the share in such proceeds arising from motor spirit used for purposes of civil aviation during the calendar year ending in the financial year concerned, and such sum shall be at the disposal of the Governor General-in-Council for allotment as grants-in-aid of civil aviation.

(2) The balance of the proceeds shall be credited as a block grant to a separate Road Account.

3. (1) The annual block grant shall be allotted as follows :

(a) a portion equal to fifteen per cent. shall be retained by the Governor General-in-Council as a Central reserve;

(b) out of the remainder there shall be allotted :

(i) a portion to each Governor's Province for expenditure in the Province;

(ii) a portion to the Governor General-in-Council for expenditure elsewhere in British India;

(iii) a portion to the Governor General-in-Council for expenditure in Indian States and administered areas;

in the ratio which the consumption of motor spirit in each area to which an allotment is to be made bears to the total consumption in India during the calendar year ending during the financial year concerned :

Provided that for the purposes of these allotments the consumption of motor spirit in Jammu and Kashmir shall be disregarded.

(2) The portion allotted to a Governor's Province shall be placed at the disposal of that Province in one or more instalments, as soon as the distribution can conveniently be made.

4. The balance to the credit of the Road Account or of any allotment thereof shall not lapse at the end of the financial year.

5. No expenditure shall be incurred from any portion of the Road Account save as hereinafter provided.

which I inflicted on it. But I must plead that in so doing I was merely following precedent and that the Resolution I moved is very little, if

6. The Central reserve with the Governor General-in-Council shall be applied firstly to defraying the cost of administering the Road Development Account, and thereafter upon such schemes for research and intelligence and upon such special grants-in-aid as the Governor General-in-Council may approve.

7. (1) All allotments for expenditure in British India may, subject to the previous approval of the Governor General-in-Council to each proposal made, be expended upon any of the following objects, namely :

- (i) on the construction of new roads and bridges of any sort;
- (ii) on the reconstruction or substantial improvement of existing roads and bridges;
- (iii) on the interest and amortization of loans taken after the date of this Resolution and spent on the construction, reconstruction or substantial improvement of roads and bridges;
- (iv) in special cases, on the maintenance of roads and bridges, constructed, reconstructed or substantially improved from the Road Account since 1930;
- (v) in special cases, on the maintenance of roads or bridges constructed, reconstructed or substantially improved from loan funds after the date of this Resolution.

(2) Where any part of a provincial allotment of the Road Account is to be applied for the payment of interest and amortization of loans under clause (iii) above, such payment shall be a first charge on all allotments to that Province.

8. In considering proposals for the construction, reconstruction or improvements of roads and bridges from the Road Account, the Governor General-in-Council shall bear in mind the present urgent need for improving the efficiency and reducing the cost of transport by road of agricultural produce to markets and railways.

9. The following special rules shall apply to Burma, namely :

- (a) The portion of the Road Account allotted to Burma shall be further apportioned between the Shan States and the rest of Burma in the manner indicated in paragraph 3.
  - (b) Instead of the approval of the Governor General-in-Council to any proposal under paragraph 7, the approval of the Governor, after consultation with the Federal Council, shall be required for schemes in the Shan States, and the approval of the Local Government, with the concurrence of the Local Legislature, shall be required for schemes in the rest of Burma.
10. (1) A Standing Committee for Roads shall be constituted each financial year consisting of :
- (a) the Member of the Governor General's Executive Council in charge of the Department dealing with roads,
  - (b) two nominated official Members of whom one shall be a member of the Legislative Assembly,
  - (c) three members elected by the Members of the Council of State from amongst themselves, and
  - (d) six members elected by the Members of the Legislative Assembly from amongst themselves.
- (2) No approval to any proposal for expenditure from the Road Account shall be given by the Committee unless it is supported by :
- (i) a majority of the Members present and voting who are Members of the Legislative Assembly, and
  - (ii) a majority of the members of the whole Committee present and voting

(3) All proposals for expenditure from the Central reserve and all other proposals for expenditure from the Road Account to be made in British India (excluding Burma) shall be referred by the Governor General-in-Council to the Standing Committee before he approves of them.

[Sir Frank Noyce]

at all, longer than the Resolution it is displacing. Sir, I have not troubled the House with much business this Session (Hear, hear), not because I have had no business of importance to place before it, but because such business as I have had has been crowded out by more urgent—though I am not prepared to admit by more important—matters, for every Member of Government naturally thinks that his own business is of the first importance. The motion that I moved yesterday certainly falls in that category. We have heard much this Session of economic planning. I maintain, Sir, without fear of contradiction that if the House accepts this Resolution, it will have made a valuable contribution to an economic plan for India, for it is obvious that such a plan must have as one of its essential features the development of communications on a sound and ordered basis. The Road Development Account can play an important.—I do not wish to exaggerate and I would not say a vital—part in promoting that development. Before I come to discuss the respects in which this Resolution differs from that which was in force until the 31st March of this year, the House will, I feel sure, wish me to give an account of our stewardship; in other words, to explain the way in which the Road Development Account has been administered during the last five years. That account, I need hardly remind the House, was the creation of the Central Legislature. In February, 1927, the Council of State adopted a Resolution which ran as follows:

“This Council recommends to the Governor General-in-Council to appoint a Committee, including members of both Houses of the Central Legislature, to examine the desirability of developing the road system of India, the means by which such development could be most suitably financed, and to consider the formation of a Central Road Board for the purpose of advising in regard to, and co-ordinating the policy in respect of, road development in India.”

In pursuance of that Resolution, a Committee of thirteen Members of the Central Legislature, which had Mr Javakar as Chairman, was appointed in November, 1927, and reported in September, 1928. As was to be expected, it came to the conclusion that the development of the road system of India was desirable and that that development was passing beyond the resources of Local Governments and local bodies. It, therefore, suggested that it might, to some extent, be a proper charge on Central Revenues, this charge taking the form of additional taxation on motor transport to the extent of an increase in the excise and customs duty on petrol from four to six annas. It held that grants from Central revenues could only be made through the constitutional processes prescribed by the Government of India Act and recommended that the Legislative Assembly should exercise control in two ways—by approving the general principles in accordance with which the grants should be spent and by appointing a Standing Committee to approve schemes and generally to advise Government. It suggested that one-sixth of the amount available

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11 The functions of the Standing Committee shall be—

- (a) To consider the annual budget and accounts of the Road Account.
- (b) To advise upon all proposals for expenditure from the Central reserve.
- (c) To advise upon the desirability of all other proposals involving expenditure from the Road Account in British India (excluding Burma).
- (d) To advise the Governor General-in-Council generally on all questions relating to roads and road traffic which the Governor General-in-Council may refer to them.”

annually should be kept as a reserve with the Government of India and that the balance should be distributed partly by allocation to the Provinces and partly as a lump sum to the Government of India for minor administrations and States on the basis of petrol consumption in both cases. The grants would be made to Provinces for schemes approved by the Government of India with the advice of the Standing Committee on Roads. The further suggestion was made that co-ordination should be provided for by periodic Road Conferences.

Local Governments and the Legislature were consulted on these recommendations, and, after the approval of the Secretary of State had been obtained to the contribution from Central revenues to a provincial subject,—for it is important that the House should bear in mind in discussing this Resolution that roads are a provincial transferred subject except in Assam—the necessary financial provision was made in the Finance Act of 1929 and the two-anna additional levy on petrol came into force on 1st March, 1929. For various reasons on which I need not now enlarge, the Resolution establishing the Road Development Account was not adopted by this House until the 4th February, 1930, and by the Council of State until March 4th, 1930. That Resolution, under which we have up till now been acting, embodied, the relevant recommendations of the Jayakar Committee except in the matter of the reserve, which, as the result of a discussion with Provincial representatives in September, 1929, it was agreed to reduce to ten per cent, that figure to be reviewed after two years. I should perhaps mention in passing, that that undertaking was duly honoured and that it was decided, after consultation with the Standing Advisory Committee, to maintain the ten per cent figure. Road Conferences were held in April, 1930, and in September, 1931. The very important Road-Rail Conference, which was held in April last year, then intervened. The Standing Advisory Committee of the Legislature was constituted in September, 1929, but it did not commence active work until April, 1930. It has met on fourteen occasions since then. Some of the sittings lasted for a day or two, and five of them took place during the last financial year. I am glad to have this opportunity of acknowledging in this House the valuable assistance it has given my predecessors and myself in dealing with the important problems placed before it. It has taken the greatest interest in those problems and its advice has always been most helpful, not least in regard to the terms of the Resolution which we are now discussing.

Now, Sir, I come to the funds which the Committee has been called upon to assist Government in administering. These, during the five years the Road Development Account has been in existence, have amounted to about Rs. 5,09·66 lakhs in all. I say "about", for the figures for the second half of the last financial year are only an estimate. The figures have shown very little variation from year to year. That variation has been from Rs. 98·03 lakhs in 1930-31 to Rs. 1,05·48 lakhs, the estimated credit for last year. It must be remembered, however, in comparing the annual figures that the rate of levy was increased from two annas to two and a half annas per gallon from October 31st, 1931. Of the Rs. 4,59·66 lakhs accruing up till September 30, 1934, Rs. 4,13·76 lakhs has been distributed to the Provinces and States, the remaining Rs. 45·90 lakhs forming the reserve with the Government of India. Of the Rs. 4,13·76 lakhs distributed to the Provinces and the States, Rs. 3,56·64 lakhs represents the share of British India

[Sir Frank Noyce.]

The House would, I think, like to know the position in regard to the Rs. 3,56·64 lakhs which has been distributed to Local Governments. Of that amount, about two crores is the estimated expenditure on approved schemes up to March 31st, 1934. A little over 55 lakhs has been diverted as a temporary loan for the maintenance of works in progress, and the balance on hand is Rs. 1,02·12 lakhs. A word of explanation is necessary in regard to the temporary loan. The financial depression so greatly impaired the ability of Local Governments to maintain their roads that it was considered advisable to obtain the sanction of the Legislature in 1931 to their borrowing from their shares in the development account for the ordinary maintenance of roads. The loans are interest free loans and are to be restored to schemes of development as circumstances permit.

The balance of Rs. 1,02·12 lakhs with Local Governments may seem unduly large, but, in considering it, there are a number of important points which must be remembered. As I have explained, the total amount distributed represents  $4\frac{1}{2}$  years' revenue. Although the additional petrol duty was imposed from 1st March, 1929, the enabling Resolution was not adopted by the Central Legislature until March, 1930. A Conference was immediately summoned in April, 1930 to consider schemes, and the first programmes were approved in July of that year. The expenditure from provincial shares in the Road Development Account is subject to the vote of the Provincial Legislatures, and, as this had, in most cases, to be obtained after the first programmes were approved, there was little or no expenditure up to the end of 1930-31, that is, during the first two years after the account was created. The figures of expenditure up to date virtually represent, therefore, three years' expenditure of  $4\frac{1}{2}$  years' revenue. Nor is this all. Almost before work was started on the various programmes, the financial depression caused general dislocation and necessitated reconsideration of the position. Local Governments were naturally averse from adding to their liabilities for maintenance, some of them, as we have seen, were compelled to borrow from the account for ordinary maintenance or for works previously in progress, whilst others felt that they must conserve all possible resources even those earmarked for road development. There has been, however, I am glad to say, recently a very marked improvement in this respect and, having regard to all the past circumstances and to the fact that all expenditure on works in progress has, during the next nine months, to be met from the present balance, the position does not, at any rate in the majority of the Provinces, seem unsatisfactory. Bengal, the Province which has the largest unspent balance in its road account, Rs. 29·41 lakhs, has recently given us an assurance that they intend to go ahead, and that, out of their estimated receipts for the first quinquennium, only Rs. 1·80 lakhs remain unearmarked. Other Provinces, which have fairly large sums at their credit, are taking steps to reduce them, and there is no doubt that, if the House accepts this Resolution, and Provincial Governments know exactly where they stand, they will be far more ready to expedite their proposals for development.

A word should now be said about the reserve with the Government of India. The amount that has accrued up to date is, as I have stated already, Rs. 45·90 lakhs. To this has to be added the voluntary contribution of the oil companies in 1929 amounting to Rs. 9·39 lakhs. When

the additional levy of two annas per gallon was imposed in March, 1929, the oil companies immediately raised their prices by two annas and the sum of Rs. 9.39 lakhs represents the amount realised by this enhancement of the price of stocks on which customs and excise duties had been paid at the old rate. With the approval of the Standing Committee on Roads, this amount was added to the reserve making it Rs. 55.29 lakhs. Of that amount, a sum of two lakhs has gone for the Road Engineer and his establishment, just over three lakhs to experiments and research and Rs. 41.26 lakhs have been either sanctioned, promised or earmarked as special grants for special works. Schemes selected for such special grants have been chosen primarily on their merits without regard to their locality, but the financial position of the Province or State concerned has naturally been taken into consideration in making these grants. The reserve has proved most useful in making possible the construction of bridges and missing sections of roads which, in the financial conditions of the Provinces or States concerned, would without it never have been built or constructed. The bridging of three bad rivers on the Bombay-Agra road, the opening up of a through road from Indore to Ajmer and another from Indore to Dohad and Gujarat, the completion of a road from Shillong to Sylhet and the opening up of a road between Bhopal and Saugor, are all examples of the usefulness of a small central fund to stimulate and co-ordinate development. It may also interest the House and would, I am sure, particularly interest my Honourable friend, Mr. Lalchand Navalrai, if he were here, to know that we have met from the reserve the cost of an officer on special duty to investigate the possibilities of road development in Sind. So, Sir, the position is that, thanks to the Road Development Account, India has had five crores more to spend on roads during the last five years than would otherwise have been the case. Half a crore of that has been utilised by the Government of India for the good of India as a whole. Of the 3½ crores, which have been distributed to British India, two crores have been spent on new works, half a crore has been diverted to the maintenance of works which, but for that account, would not have been kept up, and there is still a balance of a little over one crore to be spent. I hope, Sir, that I have said sufficient to show the value to India of the Road Development Account and the desirability that it should continue very much in its present form. And that brings me to the differences between the present Resolution and its predecessor. I need not, I think, make more than a passing reference to the question of the form in which this Resolution has been placed before the House. As the House is aware, my Department has now the advantage of having as its Secretary a draftsman of whose ability all those of its Members who have served on Select Committees must be very fully aware. We have taken advantage of that to present the Resolution to the House in a simpler, clearer and more logical form.

The first important respect in which the new Resolution differs from the old one is that no limit of time has been placed on the period for which it will be operative. The road development has, we think, and I trust that that will also be the view of the House, proved its usefulness and justified its continuance. There would seem no reason why bounds should be set to its existence. Neither this Government nor this House can bind their successors, and whilst we hope that the Road Development Account may form a permanent feature of the new Constitution, it will obviously be open to the Government of the future, as indeed for that

[Sir Frank Noyce.]

matter it is open to the Government of the present, to mend it or to end it, always provided that they secure the consent of this House. Meanwhile, it will, I hope, be agreed that it is desirable that Local Governments should be given as much assurance as is possible of the continuance of the account, so that they may go ahead with their schemes for development. It is for that reason that we have removed the time limit.

The second point of difference between the new Resolution and the old one is in respect of the amount which has been allotted as a reserve to the Government of India. This has been raised from 10 to 15 per cent. The House will not be surprised to learn that this provision in the Resolution has met with criticism from some Local Governments, though it was accepted without hesitation by the majority of them. The Provinces are naturally divided in opinion. On the one hand, there are poor Provinces such as Assam and Bihar and Orissa which have no large cities and whose road systems are not very well developed. They naturally feel that the distribution should be more in accordance with needs. (*Mr. Gaya Prasad Singh*: "Hear, hear.") I note that that sentiment is receiving applause from my Honourable friend, Mr. Gaya Prasad Singh, but I can imagine that it will receive even greater applause from my Honourable friend, the Deputy President. The case of Assam is a specially hard one. Assam unfortunately is working in a vicious circle. In order to develop, it wants communications, but unfortunately it cannot find money to pay for them until it has developed. On the other hand, Sir, there are those Provinces which feel that there should be no greater departure from the principle of basing distribution on petrol consumption than is provided in the existing scheme under which ten per cent is reserved to the Government of India. Well, Sir, I must frankly admit that it is not easy, in fact it is impossible, to reconcile these conflicting points of view, both of which have found expression in amendments which are on the agenda paper and in both of which there is considerable force. The suggestion has been made that one-half the distribution should be made on the basis of area, population, revenue and requirements in the matter of roads, the other half being distributed on the basis of petrol consumption. Another suggestion is that no Province except the North-West Frontier Province, which has already been well provided with roads for military purposes, should get less than six per cent and that this could be arranged by earmarking a further ten per cent of the distributable total, bringing the reserve of the Government of India up to 20 per cent. Both these suggestions present considerable difficulties. The best solution of the problem has seemed to us and to the Standing Advisory Committee on Roads to lie in a compromise, and that compromise is represented by the figure of 15 per cent. which has been adopted in the Resolution. The additional five lakhs per annum that this will give us,—we hope that amount will rapidly increase, but that is what it would be on the basis of past figures,—will not enable the Government of India to give very substantial grants to backward Provinces, but it should, to some extent, improve the position of those Provinces.

The third point of difference between the new Resolution and the old one lies in the enlarged scope of the fund. The uses to which the fund could be put were not made very clear in the old Resolution, but it is,

I think, correct to say that in administering it the Government of India and the Standing Advisory Committee have felt themselves bound to a large extent by paragraph 77 of the Report of the Jayakar Committee to which reference was made in the opening paragraph of that Resolution.

The relevant part of that paragraph reads as follows:

"Strictly speaking, it might perhaps be correct to confine expenditure from central revenues to projects which may fairly be regarded as benefiting India as a whole, or as aiding the proper administration of a central subject, and ultimately it may be found desirable to restrict grants to roads classed as arterial or to roads for instance which are definitely feeders to railways."

It is only fair to say that the Committee added that:

"until the road system of India takes firmer shape, considerable latitude will probably be found necessary: and any project in a provincial programme may be approved which is part of a consistent plan of road development."

But the sentences of the Report, I first read out, were very present to the minds of the Road Conference on April, 1930, which was evidently influenced by the then prevalent idea that it would be difficult for the Central Government and Advisory Committee to adjudicate on the merits of schemes of local importance. In the belief,—unfortunately, owing to the financial crisis which supervened, a belief which was not well founded,—that provincial resources would continue to be available for local schemes, it hurriedly drew up a classification which favoured important trunk roads. Since then, with the almost total cessation of other resources and because of the need for rural roads which was stressed at the Road-Rail Conference last year, there has been a tendency to prefer schemes other than the Class I and Class II schemes recommended by the Road Conference. This tendency has found concrete expression in paragraph 8 of the Resolution which recommends that the Governor General in Council should bear in mind the present urgent need for improving the efficiency and reducing the cost of transport by road of agricultural produce to markets and railways.

Paragraph 77 of the Jayakar Report recommended that the maintenance of works provided from the account might be debited to the account. It will, I think, be obvious that so long as the account was limited to a period of five years, this recommendation had little practical value. Paragraph 7(I), parts (iv) and (v) of the Resolution now before the House provide that the maintenance charges on works constructed from the Road Development Account or from loan funds may be debited to the account in special cases. The House will wish to know, as did the Provincial representatives with whom the question was discussed at the recent Conference, what exactly is meant by "special cases". There are two reasons why it does not seem desirable that maintenance charges should be automatically debited to the account. In the first place, reconstruction may actually lead to reduced maintenance charges which should clearly not be so debited; and, in the second, while it may be necessary, when a scheme is undertaken for a Local Government, to have an assurance that provision for maintenance will be forthcoming from this source, it does not follow that the financial position of the Local Government will continue to be such as to justify this in perpetuity. If the Resolution is accepted, the intention is that approval to the debit of maintenance charges should normally be given for a period of five years



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at a time. The position in regard to loan charges is, of course, different. Once they are admitted as a debit to the account, they will obviously remain admissible for the duration of the loan. I do not think that the provision in the Resolution that allocations from the fund may be expended on the interest and amortization of loans taken after the date of the Resolution and spent on the construction, reconstruction or substantial improvement of roads and bridges requires either explanation or justification after what the House has heard from my Honourable colleague, the Finance Member, this Session in regard to the desirability of capital expenditure at a time like the present when things are taking a turn for the better. I would only say that we are suggesting to Local Governments, the desirability of expediting schemes of road development by the use of loan funds and that where they are not in a position to mortgage future revenues for the service of loans, we believe that the capitalisation of provincial shares in the Road Development Account for this purpose may frequently be in the best interests of road development.

That, Sir, completes all that need be said of the differences between the new Resolution and the one it replaces.

In conclusion, I would remind the House that the Resolution, I am now placing before it, has been drafted after close consultation both with Local Governments and with the Standing Advisory Committee. I should mention for the information of the House that the question of road development was discussed at the recent Provincial Conference and that the impression I gained from the discussion was that the provincial representatives welcomed the Resolution in its new form as they felt that it would enable them to undertake schemes of road development from the account or from loan funds without misgivings as to the future.

I would also remind the House once again that roads are a provincial transferred subject and that the Road Development Account can, therefore, only be successfully administered in the best interests of India if there is goodwill and co-operation on the part of all concerned in the Provinces and at the Centre. If the House accepts the Resolution, I can assure it that that goodwill and co-operation on the part of the Government of India will be forthcoming, and I have no doubt whatever that the Standing Advisory Committee which was elected yesterday will give as valuable assistance to Government in carrying out the functions assigned to them by the Resolution as its predecessors have done. Sir, I move. (Cheers.)

**Mr. President** (The Honourable Sir Shanmukham Chetty): Resolution moved.

"In supersession of the Resolution adopted by this Assembly on the 4th February, 1930, as supplemented by the Resolution adopted by this Assembly on the 3rd October, 1931, this Assembly recommends to the Governor General-in Council that :

1. There shall continue to be levied on motor spirit an extra duty of customs and of excise of not less than two annas per gallon, and the proceeds thereof shall be applied for the purposes of road development.

2. (1) From the proceeds of such extra duty in any financial year there shall be deducted a sum equivalent to the share in such proceeds arising from motor spirit used for purposes of civil aviation during the calendar year ending in the financial year concerned, and such sum shall be at the disposal of the Governor General-in-Council for allotment as grants-in-aid of civil aviation.

(2) The balance of the proceeds shall be credited as a block grant to a separate Road Account.

3. (1) The annual block grant shall be allotted as follows :

- (a) a portion equal to fifteen per cent. shall be retained by the Governor General-in-Council as a Central reserve;
  - (b) out of the remainder there shall be allotted :
    - (i) a portion to each Governor's Province for expenditure in the Province;
    - (ii) a portion to the Governor General-in-Council for expenditure elsewhere in British India;
    - (iii) a portion to the Governor General-in-Council for expenditure in Indian States and administered areas;
- in the ratio which the consumption of motor spirit in each area to which an allotment is to be made bears to the total consumption in India during the calendar year ending during the financial year concerned :

Provided that for the purposes of these allotments the consumption of motor spirit in Jammu and Kashmir shall be disregarded.

(2) The portion allotted to a Governor's Province shall be placed at the disposal of that Province in one or more instalments, as soon as the distribution can conveniently be made.

4. The balance to the credit of the Road Account or of any allotment thereof shall not lapse at the end of the financial year.

5. No expenditure shall be incurred from any portion of the Road Account save as hereinafter provided.

6. The Central reserve with the Governor General-in-Council shall be applied firstly to defraying the cost of administering the Road Development Account, and thereafter upon such schemes for research and intelligence and upon such special grants-in-aid as the Governor General-in-Council may approve.

7. (1) All allotments for expenditure in British India may, subject to the previous approval of the Governor General-in-Council to each proposal made, be expended upon any of the following objects, namely :

- (i) on the construction of new roads and bridges of any sort;
- (ii) on the reconstruction or substantial improvement of existing roads and bridges;
- (iii) on the interest and amortization of loans taken after the date of this Resolution and spent on the construction, reconstruction or substantial improvement of roads and bridges;
- (iv) in special cases, on the maintenance of roads and bridges, constructed, reconstructed or substantially improved from the Road Account since 1930;
- (v) in special cases, on the maintenance of roads or bridges constructed, reconstructed or substantially improved from loan funds after the date of this Resolution.

(2) Where any part of a provincial allotment of the Road Account is to be applied for the payment of interest and amortization of loans under clause (iii) above, such payment shall be a first charge on all allotments to that Province.

8. In considering proposals for the construction, reconstruction or improvements of roads and bridges from the Road Account, the Governor General-in-Council shall bear in mind the present urgent need for improving the efficiency and reducing the cost of transport by road of agricultural produce to markets and railways.

9. The following special rules shall apply to Burma, namely :

- (a) The portion of the Road Account allotted to Burma shall be further apportioned between the Shan States and the rest of Burma in the manner indicated in paragraph 3
- (b) Instead of the approval of the Governor General-in-Council to any proposal under paragraph 7. the approval of the Governor, after consultation with the Federal Council, shall be required for schemes in the Shan States, and the approval of the Local Government, with the concurrence of the Local Legislature, shall be required for schemes in the rest of Burma.

[Mr. President.]

10. (1) A Standing Committee for Roads shall be constituted each financial year consisting of :

- (a) the Member of the Governor General's Executive Council in charge of the Department dealing with roads,
- (b) two nominated official Members of whom one shall be a member of the Legislative Assembly,
- (c) three members elected by the Members of the Council of State from amongst themselves, and
- (d) six members elected by the Members of the Legislative Assembly from amongst themselves.

(2) No approval to any proposal for expenditure from the Road Account shall be given by the Committee unless it is supported by :

- (i) a majority of the members present and voting who are Members of the Legislative Assembly, and

(ii) a majority of the members of the whole Committee present and voting.

(3) All proposals for expenditure from the Central reserve and all other proposals for expenditure from the Road Account to be made in British India (excluding Burma) shall be referred by the Governor General-in-Council to the Standing Committee before he approves of them.

11. The functions of the Standing Committee shall be :

- (a) To consider the annual budget and accounts of the Road Account.
- (b) To advise upon all proposals for expenditure from the Central reserve.
- (c) To advise upon the desirability of all other proposals involving expenditure from the Road Account in British India (excluding Burma).
- (d) To advise the Governor General-in-Council generally on all questions relating to roads and road traffic which the Governor General-in-Council may refer to them."

There will be a general discussion on the Resolution, and, afterwards, Honourable Members, who have given notice of amendments, can move them if they wish to do so.

**Dr. Ziauddin Ahmad** (United Provinces Southern Divisions: Muhammadan Rural): May I suggest, Sir, to save time, that all the amendments may be moved and afterwards vote may be taken, and the discussion may continue on the Resolution and the amendments taken together?

**Mr. President** (The Honourable Sir Shanmukham Chetty): If that will meet the convenience of the House, the Chair has no objection.

**Dr. Ziauddin Ahmad**: Sir, I beg to move the amendments that are in my name, which are as follows:

- "(1) That in clause 1. the words 'not less than' be omitted.
- (2) That clause 6 be omitted.
- (3) That sub-clause (1) (iii) of clause 7 be omitted.
- .. (4) That sub-clause (2) of clause 7 be omitted.
- (5) That after sub-clause (d) of clause 11, the following new sub clause be added :  
'(e) To see that the grants given under clause 3 are spent upon objects mentioned in clause 7'."

I do not like to speak twice on this motion, and I would like to have a silent vote recorded on all these amendments, some of which I may perhaps withdraw after discussion. But before beginning the general discussion on the Resolution, I may be permitted to say a few words about the

Leader of the House who is practically sitting here on the very last day and perhaps the very last moment. I do not claim his acquaintance extending to long years as some of my Honourable colleagues possibly here may claim. I met him for the first time in 1901, that is 33 years ago, when he and I were staying together with Lord Stanley of Alderley at Hollyhead. I lived with him for over ten days, I had a very good opinion about his genial temperament and about his social virtues. From my experience after coming into contact with him during the last four years, I was strengthened in the expectations I made 33 years ago. About his legal knowledge I cannot speak myself with confidence. But the very fact that he was selected to act as the Advocate General of Bengal is in itself a guarantee that he must have first rate legal knowledge, because this position is always given to a person who undoubtedly holds very high position in the profession of law. He has shown on so many occasions a very good knowledge of his legal abilities. I may say that I envy Bengal on what till now Bengal envied India. But we hope that wherever he will go, though he may be engaged in provincial work, he will not forget the all India problems whose destiny he has guided during the last five years. I assure him that this House will miss him, and we will always remember his genial temper, his good jokes and all his pleasantries; and here I may add personally that it will not be a good temptation in future for me to make long speeches, because there would be no one in the House to appreciate them.

Coming to the Resolution, the road problem in India is really a very important problem. At present we know that we have got 5,00,000 miles of roads in India, out of which only a small fraction, only 58,000 miles are really metalled roads, and even these 58,000 miles are not in good condition: they are so much neglected; and all those who possess motor cars think several times before using a good many of these roads: they have to pay a tax for the maintenance of the roads; and we think several times to use these roads which are maintained at our expense. The want of roads is really greatly felt in the rural areas, and, as the Honourable Member pointed out, rural development in this country cannot possibly improve to a large extent unless provision is made for these roads. In these days of depression, it is very desirable to undertake capital expenditure and the best form of capital expenditure is the development of the rural roads. We know very well that there are a very large number of villages which are cut off from the towns for about four months in a year during the rainy season. It is impossible to reach those villages and very often the produce of these villages cannot be brought to the railway stations or to the towns for want of good transport. Sir, one gentleman,—I think it was Mr. Bashiram, the Development Officer of New Delhi,—calculated that if only 14 carts passed every day over a road, then it was worth while to build a metalled road. The cost of maintenance, the interest charges and all the other charges will be met by the saving in labour of the 14 carts passing over that particular road, and I daresay that more than 14 carts pass through a particular road from railway stations and towns to important villages. So, even as a business proposition, barring the question of the development of rural areas, it is very desirable that we should undertake on a large scale the scheme of road construction. These roads need not necessarily be all metalled roads, because in Egypt we find that a good many roads are *kutchas* roads which are prepared by merely sprinkling water and they can be used even for motor traffic. Similarly, it will be very easy to make such

[Dr. Ziauddin Ahmad.]

*kutch* roads suitable not merely for motor car traffic, but also for village cart traffic, and I think this is really a matter on which both the Government of India and the Local Governments should concentrate their attention. We have been repeatedly saying that this House paid very little attention to the rural problem. Of course, recently we have changed our policy, and we are now determined to do something for the rural area, and this particular scheme, I think, if it is taken up by the Government of India systematically, will help the rural population to an enormous extent. The cost of building roads in India is comparatively much less than in other countries. In India, labour costs only 20 per cent., while the materials cost 80 per cent., and, as against this, in European countries, the materials cost about 70 to 77 per cent. and labour costs 23 to 30 per cent., and the reason is that wages of labour in European countries is approximately one rupee per hour. In India, it is only one anna per hour, so that labour in India is about 1/16th time of the cost in other European countries, and the materials here for road constructions are readily available. Therefore, I see no reason why, in the interests of the rural areas and with a view to affording employment to the unemployed population, we should not take up the question of construction of roads on a large scale. The cost of constructing a *pucca* road in this country comes to only about Rs. 6,000 per mile, out of which Rs. 1,200 are spent on labour and Rs. 4,800 on material.

One more thing I should like to point out. We have got the canal roads. Of course, one bank is very often used by canal officers and I see no reason why the second bank should not be used by the travelling public and for transporting rural commodities to important towns. The condition of the roads, as I have just pointed out, is exceedingly bad in India. The reason is that Local Governments have handed over the supervision of the roads to the local bodies,—Municipalities and District Boards. Since this matter has been transferred to the local bodies, the condition of the roads has gone from bad to worse. The Local Councils are timid and weak; they cannot take any interest, because the people who are responsible for the supervision of the roads in local bodies are the voters of the Members to the Councils, and they are always afraid of taking any action against the local authorities lest it might adversely affect their election. It is common knowledge that in every town there is only one good road, and you can guess what that good road will be. It is called the Chairman's road,—that is the road leading from the town to the headquarters of the Chairman, and the other is always a bad road, and that is the road of the ex-Chairman, because whatever money is spent for improvements during the chairmanship of one person, his successor sees that the whole thing done by his predecessor is undone. I always feel great hesitation in taking a new car over such roads. Have I not got a right to say, that when I pay two annas extra for the maintenance of the roads, the roads should be maintained in good condition? Therefore, there should be some kind of supervision from the Government of India and the Local Governments on the work of the District and the Municipal Boards.

In the United Provinces, a Road Traffic Taxation Committee was convened in the year 1932. This Committee also recommended, at page 10 of their Report, that a Board of Communications should be established in each Province, and they said that this Board should have power to make grants in accordance with their general recommendations to such of the local authorities as are willing to construct new metalled roads, new bridges

or culverts, so as to develop through communications, and so on. This was their recommendation, and I think it should be the duty of this new Committee, which we are going to form today, to impress upon all Local Governments to establish such Boards of Communications without further delay and they should exercise some suitable control over the local authorities, that is, the District Boards, Local Boards, and see that the funds given to them are properly spent.

There is one more point. The Honourable Member pointed out that he was . . . .

**Mr. President** (The Honourable Sir Shanmukham Chetty): The Honourable Member has just got two minutes more.

**Dr. Ziauddin Ahmad**: If I had moved these amendments separately, I would have got 15 minutes for each of my amendments. I am condensing five speeches into one, and I think I should get a little more time.

Now, Sir, the Local Governments complained that they did not know what was the exact amount due to them. In the report just quoted one member pointed out that the share of the United Provinces is not less than 50 lakhs, and everybody said that they did not know what the exact amount was. Therefore, I think it is fair that the share of Rs. 3,46 lakhs should be properly divided among the various Provinces, and the Provinces should know definitely what their share is.

The next thing I should like to say is this. The best roads ever devised in the world are the roads in New York, where they are divided on a rectangular basis, and there we can exactly find out where a man is standing. Here the roads are divided on hexagonal basis. The centre is the Secretariat and there is hexagon at four corners, one at Panchquin Road, the other at Safdar Jung, a third at the Memorial Arch and a fourth at the Connaught Place. The roads here can be marked on the basis of trilinear co-ordinates.

**The Honourable Sir Frank Noyce**: I am sorry to interrupt my Honourable friend. As you, Sir, have pointed out, his time is very limited, and I find it a little difficult to understand why he is expending it on the subject of numbering of the roads in New Delhi which has nothing whatever to do with road development in India. We give no money from the Road Development Account for roads in New Delhi; that is given by the Government of India.

**Dr. Ziauddin Ahmad**: I would have finished by this time had not the Honourable gentleman interrupted. The Honourable Member himself suggested that I could develop this point on this Resolution, when I failed to do so on my own Resolution; and, on that understanding, I am introducing this point. I am not going to take up the time of the House much longer. The men, who devised these roads, did them on sound principle and in a nice manner. But we made no use of the good design. We named these roads without any principle, and it is very difficult to find out where a particular road is. Neither are the names of the roads given in a proper order, nor are there any numbers by which they can be traced. And unless there is some clue, it is very difficult for a stranger in New Delhi to know where a particular road is or where a house is situated. The whole question ought to be taken up and tackled immediately.

**Mr. President** (The Honourable Sir Shannukham Chetty): Amendments moved:

- "(1) That in clause 1, the words 'not less than' be omitted.
- (2) That clause 6 be omitted.
- (3) That sub-clause (1) (ii) of clause 7 be omitted.
- (4) That sub-clause (2) of clause 7 be omitted.
- (5) That after sub-clause (d) of clause 11, the following new sub-clause be added:  
'(e) To see that the grants given under clause 3 are spent upon objects mentioned in clause 7.'

**Mr. Gaya Prasad Singh** (Muzaffarpur *cum* Champaran: Non-Muhamadan): Sir, I welcome this Resolution which has been read out by my Honourable friend, Sir Frank Noyce, accompanied by a speech of exceptional clearness and fair play to all the Provinces concerned. Sir, as I understand it is the general desire of the House to conclude the business before Lunch, I shall not take more than four or five minutes. I shall merely give a few salient points of this long Resolution and offer just one or two running comments on them.

In the first place, this Resolution seeks to continue the extra duty on motor spirit which we have been levying for some time past at the rate of not less than two annas per gallon, and the proceeds thereof shall be applied for the purposes of road development. One portion of this fund is to be used for the development of civil aviation. This is a very satisfactory and encouraging feature. In proportion to the proceeds arising from motor spirit used for the purposes of civil aviation, the sum will be utilised as grants-in-aid for the development of civil aviation. Civil aviation is in its infancy in this country. The Retrenchment Committee stopped the development of civil aviation, but, I am glad to see that the Government have decided to spend some part of the money from this tax on the development of civil aviation. I hope this object will be steadily kept in view and that in the development of civil aviation the claims of Indians for training and employment will not be forgotten.

Another part of the Resolution seeks to indicate the way in which the distribution of this tax is to be made. Out of the Central reserve, a portion will be applied to defraying the cost of administering the Road Development Account, and, thereafter, upon such schemes for research and intelligence and upon such special grants-in-aid as the Governor General-in-Council may approve. There is one point which I should like to emphasise. It has been referred to by my Honourable friend, Sir Frank Noyce, namely, that the claims of those Provinces where road development is not at a high stage must be taken into account. There is an amendment standing in the name of my Honourable friend, Rai Bahadur Sukhraj Roy, to the effect that in distributing the funds care must be taken to see that this distribution is on the basis of area, population and the stage of development reached by each unit. I think this is a very equitable mode of distribution. There are two Provinces specially where road development has not reached a very high stage, namely, Bihar and Orissa, and the Province of Assam, and it is necessary that some basis should be reached by which a fair grant may be made out of this fund for the development of roads in these two Provinces, especially in my Province Bihar, where, on account of the earthquake, almost all the important roads have been cut up, torn and

destroyed. It is desirable that in addition to whatever funds may be available out of the Government of India's grant a substantial portion of this Road Fund should be utilised for the purpose of road development in Bihar.

Another satisfactory feature of the proposal is that it is intended to improve the efficiency and reduce the cost of transport by road of agricultural produce to markets and railways. In an agricultural country like India, it is very essential that facilities should be given to the agriculturists for the purpose of marketing their agricultural produce. The cost of carriage of agricultural produce from the fields to the markets either by means of railways or by means of road is very considerable, and anything which tends to diminish the cost of transport by providing better facilities of road development will be very welcome to the agriculturists. Therefore, this portion of the Resolution is highly beneficial for the purpose of the marketing of agricultural products.

The last point to which I should like merely to refer is the way in which the Standing Committee for Roads is to be constituted. I have nothing to say with regard to these minor matters. I think that this Resolution is one which we should on the whole accept gladly, and watch with interest as to how the scheme works. I will only emphasize lastly the needs of my Province, and if I understood my Honorable friend, Sir Frank Noyce, correctly, he has stated that a considerable portion of the produce will be utilised according to the needs of the different Provinces. That is probably what he said. If that is so, I hope the claim of my Province and the Province of Assam from which my Honorable friend, the Deputy President, hails will be taken into account, and a liberal grant made to Bihar. With these few words, I support this Resolution.

Before resuming my seat, I should like to associate myself with Dr. Ziauddin Ahmad in what he said with regard to my Honorable friend, the Leader of the House. He has been with us for so many years that we shall certainly miss him, as well as his colleague sitting on his right, but it is a matter for satisfaction that he is translated from one sphere of activity to another, and we hope to see him sometimes in Calcutta and elsewhere.

**Mr Abdul Matin Unruhury** (Assam. Muhammadan): While I am grateful to the Honorable Member for Industries and Labour for the assurance that he has conveyed in his speech that my Province of Assam and also Bihar will receive better treatment in the future than it has been receiving in the past, I find myself in disagreement with some of the proposals contained in the Resolution. I refer particularly to the proposal about the method of distribution of the proceeds of the Road Fund. The present Resolution practically confirms and perpetuates that very iniquitable system of distribution that was adopted by the Assembly on a previous occasion and which, experience has shown, has proved detrimental to the interests of Provinces like Bihar, Orissa, Assam and the C. P., which have got a comparatively undeveloped road system.

When, in the year 1927, the Central Road Development Committee was first appointed, the idea was to develop the road system of India as a whole and it was naturally expected that those Provinces which had got a leeway to make up in the matter of road development would receive assistance from the Central Government in proportion to their needs. It was also expected that the great disparity that at present exists in the way of road development in different Provinces would also be eliminated



[Mr. Abdul Matin Chaudhury.]

and efforts would be made to approximate an uniform standard of development throughout India, but the method that was adopted for distributing the proceeds from the Road Fund has, to a great extent, defeated the object for which the Fund was instituted, and, instead of remedying those defects, instead of revising their method of distribution, this Resolution gives a new lease of life to the present method of distribution and thus affects adversely the interests of the Provinces I have mentioned.

As the Honourable Sir Frank Noyce has pointed out, according to the Resolution of 1930, ten per cent was kept as a reserve by the Government of India, and the balance was distributed among the different Provinces in the ratio that the consumption of petrol in a Province bears to the total consumption of the whole of India. Now, according to the present Resolution, that reserve is proposed to be increased to 15 per cent, probably with the intention that the iniquity of the distribution on a consumption basis may be partially removed. The main objection against this distribution on a consumption basis is this. If you distribute the proceeds of the Road Fund on the basis of the petrol consumption, it will mean that those Provinces, which are now well-provided with good roads, where naturally there is heavier motor traffic and heavier petrol consumption, will receive a disproportionately larger share, while those Provinces, which have got a comparatively undeveloped road system and less motor traffic, will get much less. While efforts should be made to develop the undeveloped Provinces, the result of the present method of distribution is that it makes the fat all the fatter and the lean Provinces correspondingly leaner. Take, for example, the case of Madras and Assam. In Madras, there are 150 miles of roads for every thousand square miles of area. Assam has only 10½. Still the Government of India give 15 per cent of the Road Fund to Madras and only 2·2 to Assam. It is because Madras consumes more petrol than Assam does and naturally because Madras has a bigger mileage of roads, petrol consumption there is very much higher. So the result of this method of distribution on the basis of petrol consumption is that we are feeding the over-fed Provinces and there is another defect in the present method of distribution on a consumption basis. Those Provinces which have got big towns and cities within their borders, where the petrol consumption is heavier, get better advantage than those Provinces which have got small towns inside their border. There is no special reason why the Provinces which have got the incidental advantage of having big towns within their borders should get preference over Provinces which have got only small towns. The present method is purely an arbitrary method and should have been replaced by a more equitable method of distribution. I may remind the Honourable Member that when the Road Development Committee was appointed, they appointed a sub-committee to enquire specifically about the financing of the road development system and distributing the proceeds of the Road Fund. They did not recommend petrol consumption as the exclusive criterion for distribution. What they said was that, in distributing the proceeds of the Road Fund, Government ought to take into consideration other relevant factors like area, population and stage of development in different Provinces, but the Government of India ignored that recommendation of the sub-committee and adopted a more inequitable system of distribution. The result has been that Provinces like

C.P., Bihar, Assam and N. W. F. P. have suffered. The area of these Provinces is twice as much as that of Madras and three times as much as Madras, Bengal and Bombay. Still these four Provinces combined get less from the Road Development Fund than the single Province of Madras, Bombay or Bengal. The Government of India rejected the recommendation of the sub-committee and adopted a new and simpler but, I will say, again, a more inequitable method of distribution. I find myself in agreement with the amendment that stands in the name of my friend, Rai Bahadur Sukhraj Roy. He suggests that the criterion should be area, population and stage of development of each Province. But if that is not possible, if that is more complex and if that proves unworkable, I think the Government of India ought to increase their reserve at least to twenty-five per cent and make sure that no Province gets less than  $7\frac{1}{2}$  per cent from the Road Development Fund. That would help to remove the present disparity and enable the Provinces to make better provision for roads in their respective areas.

I would now say only one word, Sir, for the Province of Assam. I again thank the Honourable Member for the assurance that in Assam we shall get a little more from him this time than we have been getting in the past, but our case is very peculiar. Assam has got the lowest mileage in India compared to its size. Honourable Members will be surprised to hear that with an area of 66,000 square miles in Assam, we have got only 600 miles of metalled roads.

**Diwan Bahadur A. Ramaswami Mudaliar** (Madras City: Non-Muhammadian Urban): What about the hill tracts?

**Mr. S. C. Mitra** (Chittagong and Rajshahi Divisions: Non-Muhammadian Rural): What is the population?

**Mr. Abdul Matin Chaudhury**: Now, if we compared that with Madras, with its area of 122,000 sq. miles, they have 22,000 miles of roads, while we have got only six hundred miles. Even if we exclude half of the area for the hill tracts which is a very much big margin, still we shall have only 600 miles in an area of 33,000 sq. miles, while you have 22,000 miles of roads in an area of 122,000 sq. miles.

**Diwan Bahadur A. Ramaswami Mudaliar**: And we made those roads before the petrol duty came.

**Mr. Abdul Matin Chaudhury**: If you accept the basis that the Provinces would get back what they pay as duty,—I find my friend, Sir George Schuster, is not here—then we pay one crore 25 lakhs of excise duty on petrol and give us back that amount.

**Diwan Bahadur A. Ramaswami Mudaliar**: But you do not pay for it, we pay for it.

**Mr. Abdul Matin Chaudhury**: What I say is that we are a most backward Province in the matter of road development in India and our need is greater than that of any other Province. As my Honourable friend Sir Frank Noyce, has stated, we have got a vast area of land,

[Mr. Abdul Matin Chaudhury.]

about 50 million acres in the interior of the country, which is inaccessible, because there are no roads, and I think Honourable Members will agree that the first step in colonising an area is to make roads. Sir, the Government of India have spent crores and crores of rupees on irrigation and colonization schemes in the different Provinces, but they have not spent a single rupee for colonization purposes or allied purposes or on road development in my Province. Having regard to all these facts, I hope the Government of India will remember the special claims of Assam when they make a distribution from their reserve

**Mr. G. Morgan** (Bengal: European). Sir, I rise to support the Resolution moved by the Honourable Member for Industries and Labour. Road development in India is one which requires considerable co-ordination. Under the old Resolution, as a member of the Road Committee, I can say that we found ourselves very much handicapped by the terms of that Resolution, and, therefore, I welcome this new Resolution, especially items 7 and 8, which are the most important of the whole Resolution. I take it that the policy of the Government of India in connection with this road development is one of co-ordination of policy with the Provincial Governments. I know the difficulties. I know that the Provincial Governments are very jealous of their rights as regards this transferred subject, but there is no reason to my mind why there should not be complete co-ordination of policy on the lines of road development.

With regard to what my Honourable friend, the Deputy President, said about Assam, that is a matter which I have been studying personally for some time past. Assam is in a rather peculiar position, and if we take it that the idea is road development in India as a whole, then grants on the consumption basis only would mean that Assam would never be in any better position than she is in today. Assam has two main arteries of transport—the Assam-Bengal Railway and the Brahmaputra. It has practically no interest at all in what we might call “federal communications”, and, therefore, it is necessary, and now that the power is given under this Resolution, it is necessary that the Road Development Grant should proceed on the lines of bringing the transport roads into connection with the two main arteries in that Province.

Now, Sir, I do not want to take up the time of the House, because the Honourable Member has given a full explanation of all the objects which are contained in this Resolution, but I would like to mention what my Honourable friend, Dr. Ziauddin Ahmad, said about the roads in Egypt. I do not know how the roads in Egypt are made, but I very much doubt whether a little water, or water even in large quantities, sprinkled on the soil of roads in India would have any lasting effect on the soil of roads of India, but there are definite schemes now being tested in which soil stabilization with, I understand, bitumen emulsion is being carried out, which, it is claimed, are worthy of development and, if successful, would revolutionise the whole of the *kutch* road development. If they are successful, then, I am sure, all the difficulties with regard to the want of metal in various parts of India will be overcome. My friend, Dr. Ziauddin Ahmad, said that the materials were ready and available. I am quite certain that the Road Engineer will deny that statement. The materials are not readily available in very many of the most important districts in India, and I think Sind if I am right is one

in which it is very difficult to get the necessary material and one in which the soil stabilization system of road-making will be the most useful. There is also the point mentioned by the Honourable Member that continuation of work is most important, and, therefore, there should be no limit to the time of the Road Fund being in existence. It seems to me that the Provinces, who know that they can go on carrying out schemes of work which are sent up for approval, will know perfectly well that they can fix a programme of some years' and, therefore, I welcome that statement by the Honourable Member. But, Sir, I do wish to impress upon this House the necessity of complete co-ordination between the Centre and the Provinces on this question. From what we have heard so far, the Provinces are a little restive under the impression that the Centre is trying to take the matter of road development into its own hand. We know that that is not the case and the Honourable Member has definitely stated that so far as co-ordination is concerned, in the Centre, all co-ordination will be given, and, therefore, Sir, I hope the Provinces will act in the same spirit and not look upon it as an attempt on the part of the Centre to take the whole of the road development schemes into their own hands, and that the policy generally will be more or less the same. In fact, there ought not to be any deviation from the general policy in this road development scheme.

I think that is all I need say on the subject. We know that rail and road competition is one of the difficulties, but we are also perfectly satisfied that there need be no competition which would be detrimental to one or the other. Government will no doubt bring in some legislation in a short time to regulate the bus traffic. We do want proper buses, and we do want certain regulations with regard to third party risks, rates, and so on. I can quite understand the passenger trouble in many instances, going to buses, because it has been mentioned to me that sometimes on the railways people are given a ticket for the next station, but pay for their station, say, about hundred miles away. The man concerned has no recourse and cannot come back to the person who issued the ticket, but, when he is on a bus, he gets the ticket from the bus conductor, and, therefore, he is perfectly certain that he has paid the right amount for the whole journey. That is all I have to say on this Resolution, and I give it my full support.

**Mr. T. N. Ramakrishna Reddi** (Madras ceded Districts and Chittoor: Non-Muhammadan Rural): Sir, I do not wish to move any amendments Nos. 1 and 2, but I wish to move amendment Nos. 3 and 7 which run thus:

"That in sub-clause (1) (a) of clause 3, for the words 'fifteen per cent' the words 'ten per cent' be substituted

That in sub-clause (2) of clause 3, the following be added at the end

'with the recommendation that the whole amount thus given shall be earmarked for giving grants to the Local Boards for the development of rural communications'."

If my amendment is accepted, sub-clause (2) of clause 3 will read as follows:

"(2) The portion allotted to a Governor's Province shall be placed at the disposal of that Province in one or more instalments, as soon as the distribution can conveniently be made with the recommendation that the whole amount thus given shall be earmarked for giving grants to the Local Boards for the development of rural communications."

[Mr. T. N. Ramakrishna Reddi.]

Sir, I welcome the present Resolution as a vast improvement on the old one on the Central Road Fund. But the policy underlying the scheme of the Road Fund still continues, though it has become antiquated by this time. The original policy of the Road Development Fund was to spend this amount on the roads that are of an All-India importance and not of provincial importance. In the recommendations by the Jayakar Committee, we find that the objects for which this Road Fund should be used are these. On page 53 of the Indian Road Development Committee Report, they say.

"The development of the road system in India is desirable for the general welfare of the country as a whole and in particular (a) for the public marketing of agricultural produce, (b) for the social and political progress of the rural population which will be advanced by the increased use of motor transport and (c) as a complement to railway development."

If you examine these objects, it will be found that the Road Development Fund ought to be used mostly or entirely on the development of rural communications, because, in the first instance, it is meant for creating facilities for the better marketing of the agricultural produce. That could be done only by developing the rural communications and by linking up many villages which are now without any roads connecting with the main roads. Then, with regard to the social and political progress of the rural population which will be advanced by the increased use of motor transport. Here also nothing can be done without improving and developing rural communications, because it is clearly stated that it is meant for the development of the rural population and not for the development of the urban population, because they are already provided with good roads. Besides, the urban population has already got the luxury of motor transport. So this object also refers to the development of rural communications. In this connection, I may also state that the Jayakar Committee has observed that at present, on account of the development of motor traffic, the motor buses are running even to the remote villages wherever there are roads. Then, with regard to (c)—as a complement to the railway development. Here also, I submit, they refer to the development of only rural communications, because most of the arterial roads run parallel to the railways and thus they are not in complement to the railways, but they are running in competition with the railways. The underlying object is to develop the rural communications, so that the produce of the interior villages may find its way to the railway stations and thus serve as a complement to the development of the rural communications. But the Jayakar Committee had one difficulty. They were under the impression that the petrol tax is an all-India tax and as the Central Government have the right to levy a tax on petrol—excise duty as well as the import duty,—this amount must be spent only on roads of all-India importance. They have stated in paragraph 86 that this amount, being raised by the Central Government, should be spent on roads of all-India importance. At the same time, they observe that the Provincial Governments should spend the amount from provincial funds on village communications. Their idea is that once grants are given from the petrol tax to the Provincial Governments, these grants will be used on the trunk roads and the amounts that were previously being spent on provincial roads will be released from their obligation and then it could be utilised for the development of village communications. It is that idea

which was embodied in paragraph 86 of the Report. But what has been the result? The result has been that this amount of the Road Development Fund has so far been spent on trunk roads alone and on the improvement and construction of new bridges, but not a pie of it has been spent on village roads. On account of the stringent circumstances in the Provinces, they are not able to spend sufficient amount on village roads. Thus there has been a lop-sided development. While there has been a great development in the case of trunk roads and also in the maintenance as well as in the construction of bridges, there has been very little development of the village roads. I base my arguments on the observation made by the Mitchell-Kirkness Report at page 60 which runs:

"The Jayakar Committee admitted that they had somewhat confined themselves to main road development to the apparent neglect of subsidiary roads. But they felt that a committee of the Indian legislature should restrict itself as far as possible to questions of central finance and need not intrude too far into the concerns of local Governments and local bodies."

Further on, the Report says:

"At the same time, they hoped that the indirect benefit to village roads, which would result from their proposals would be substantial, to the extent to which local Governments and local bodies would be relieved from increased expenditure on main roads and that it would be found possible to devote more attention and money to the improvement of others in the future. The direction thus given to expenditure from the road development account has been followed but other resources, from which complementarily development was looked for, have temporarily failed and the hope of other development from released resources has generally not been fulfilled."

Thus, what has been the result? They have stated on page 7:

"A broad view of the road system in British India as a whole suggests that it has become somewhat unbalanced in that the general standard and condition of trunk and main roads is relatively far superior to that of local feeder or district roads, which are in the main unmetalled."

That is to say, as a consequence of the neglect of the village roads, the trunk roads have developed enormously. Sir, I started with saying that the Government should adopt a new orientation of their policy.

Now, my Honourable friend has referred to the proceedings of the Road-Rail Conference held in 1933 and in Resolution No. 6, which, we find, was unanimously adopted, a recommendation has been made that the Government should adopt a new orientation of policy and that Resolution says as follows:

"This Conference considers that:

- \* \* \* \* \*
- (b) the class of roads to which the road development account should be applied, including the maintenance of roads constructed from that account be reconsidered;
  - (c) in the present circumstances the most urgent need is an improvement in the efficiency and a reduction in the cost, of the transport of agricultural produce to markets and thence to the railways, future road development programmes should be framed accordingly."

That is the policy which the Road-Rail Conference has decided that the Government should adopt. The Mitchell-Kirkness Committee also decided that:

"With the passage of time and the gradual substitution of the growing of money crops for purely subsistence farming traffic to markets on rural roads has increased; while, at the same time, there has been a tendency to make a greater use of bullock carts and less of pack animals, thus throwing a greater burden for maintenance upon local bodies and subjecting all roads to greater wear and tear."

[Mr. I. N. Rameshwar Reddy]

The Rural Development Committee Report says

It is very significant that the condition of subsidiary roads connecting villages is in such a state that it requires special consideration and the Government should take steps to improve them. It is obvious that main roads are of little economic value unless they are accessible to the villages of the district through which they pass.

It is, Sir, unless there is development of village roads side by side with the development of main roads there will not be substantial benefit connected with the population and hence I move my amendment, just to say that the amount which is given to the Provinces should be earmarked only for the purpose of development of rural communications.

With regard to the other amendment, I suggest that the portion to be allocated to the Governor General in Council should be reduced from 10 per cent to 5 per cent. I submit that when the Jayakar Committee made its report, the total amount they expected to collect from additional petrol duty was only about 60 lakhs and now it has gone up to 105 lakhs and the demand for it is growing, and there is thus more and more consumption of petrol, and thus the Government will realise more and more money. Therefore, I submit that ten per cent is quite enough so that more money may be available for distribution to the Provinces.

**Mr. President** (The Honourable Sir Shanmukham Chetty) Further amendments moved

In sub-clause (1) (a) of clause 3 for the words 'fifteen per cent' the words 'ten per cent' be substituted

In sub-clause (2) of clause 3, the following be added at the end

and the Government for that the whole amount thus given shall be earmarked to be expended to the local boards for the development of rural communications

**Mr. Banaraj Suknraj Roy** (Bhagalpur, Purnea and the Sonthal Parganas. Non-Attendance) Sir, I beg to move the following amendments

In clause (1) (a) of clause 3, for the words 'fifteen per cent' the words 'ten per cent' be substituted

In clause (2) (b) of clause 3, for the words 'in the ratio which the consumption of motor spirit bears to the total consumption in India' the following be substituted

The funds will be distributed on the basis of area, population and the stage of development reached by each unit

Sir, let me say at once that I am in full agreement with the main recommendation of this Resolution which were fully discussed at the Board of Conference held in April last. I cannot, however, agree with the recommendation made in paragraph (v) of this Resolution in which it is proposed to apportion the proceeds of the duties on petrol to the various Provinces in the ratio which the consumption of motor spirit in each Province bears to the total consumption in India. Thus, Sir, will operate mainly so far as the Province I represent is concerned and also other Provinces situated as mine. There is, therefore, one point on which I must press and press strongly for a reconsideration

To take the actual consumption of motor spirit alone as a basis for distribution is neither equitable nor compatible with the objects for which the Fund was constituted and that there are other factors of far greater importance to which due weight must be attached. The distribution of a fund for the development of communication must bear some reasonable relation to the extent of the area which this development is to serve. It must take into account the proportionate area and population and also the stage of development of each such unit. Not to do so is to perpetuate the relative backwardness of a Province like Bihar or Assam in the matter of communication. Some weightage, therefore, must be given to the smaller Provinces to offset the weightage already enjoyed by the larger and more developed Provinces by reason of the existence of large commercial towns and of the stage of development already reached by them. It cannot be denied that the basis of petrol consumption gives most to those Provinces which are most highly developed or which are fortunate in possessing the main ports and are centres of all India trade and it gives least to those most in need of the road development, the stimulation of which is the main object of the Road Fund Account. And I would say, Sir, that these fortunate Provinces, which contain the main ports and trade centres, will stand to gain indirectly from the results of road development in the Provinces where it is most needed. Considering this also, I hope the more advanced and fortunate Provinces like Bengal, Bombay and Madras will not demur to the proposal made by me. The distribution made up to the 31st December, 1932, comes as follows:

	Amount in lakhs.	Percentage of total.
Madras . . . . .	48.58	15.3
Bombay . . . . .	57.64	18.2
Bengal . . . . .	47.83	15.1
Bihar and Orissa . . . . .	12.36	4.0
Assam . . . . .	7.11	2.2

The great disparity which exists between the allocations made stand out too glaringly to need further comments. Bengal is about  $\frac{1}{3}$ rd greater in area than Assam, and yet she gets not less than  $7\frac{1}{2}$  times the amount allotted to Assam. Madras is about  $2\frac{1}{2}$  times bigger in size than Assam, and yet she gets  $7\frac{1}{2}$  times the amount given to Assam. And Bombay is about twice the size of Assam and receives nine times more than Assam.

I am, however, grateful to the Honourable Sir Frank Noyce for having increased the reserve with the Government of India from 10 to 15 per cent. This will, to some extent, go to the help of the less developed Provinces, but I venture to say that this will not go far enough to remove their crying needs. I have, therefore, recommended the increase of this reserve to  $16\frac{1}{4}$  per cent, i.e.,  $\frac{1}{6}$ th of the proceeds of the tax. This is a very moderate demand, and I hope the House will accept this. The Indian Road Development Committee also recommended this in paragraph 7 of their report. This is necessary to enable the Government of India to give greater help in case of special need. I do not doubt, Sir, that the Provinces which benefit most from the distribution of the Fund on the basis of consumption alone will be magnanimous enough not to demur to this small contribution to the pooling of the Reserve Fund.



[Rai Bahadur Sukhraj Roy.]

In this connection, I am not a little surprised to find that my Honourable friend, Mr. R. K. Reddi, has tabled an amendment for reduction of this reserve fund to ten per cent. I would only tell him that he justifies the truth of the proverb, "The more you get, the more you want."

Sir, I move.

**Mr. President** (The Honourable Sir Shanmukham Chetty): Further amendments moved:

"That in sub-clause (1) (a) of clause 3, for the words 'fifteen per cent' the words 'sixteen and a quarter per cent' be substituted."

"That in sub-clause (1) (b) of clause 3, for the words 'in the ratio which the consumption of motor spirit in each area to which an allotment is to be made bears to the total consumption in India' the following be substituted:

'The funds will be distributed on the basis of area, population and the stage of development reached by each unit'."

**Sir Leslie Hudson** (Bombay: European): Sir, I beg to move:

"That to sub-clause (1) of clause 3, the following further proviso be added at the end:

'Provided also that the percentage retained by the Governor General-in-Council as a Central Reserve under clause 3 (1) (a) shall be subject to revision by the Legislature at the expiry of three years'."

Sir, the House is fully aware of the object of this special reserve fund and fully aware of the operation thereof. I have no objection to that principle, and I support it. But inasmuch as the raising of the percentage affects, even to a small degree, the distribution of those funds, I think there should be some provision in the Resolution that Government should come before the House at the end of three years to revise the percentage, if necessary.

Sir, the Honourable the Deputy President has told us about Assam's position. There are other Provinces no doubt in somewhat the same position; but I would suggest that loans from the loan fund are still available to those Provinces who are willing to take advantage of the offer of the Finance Member. Well, Sir, I do not want to delay the House. When I drafted this Resolution, I thought that the Honourable Member for Industries and Labour would give an assurance to this House that he would accept this small inclusion to the Resolution. However, he has said in his speech that this Government and this House cannot commit their successors. That is a truism, but Members in charge of Departments come and go and assurances given at the time of moving Resolutions are sometimes pigeon-holed. And I think the House would feel more assured if they had some undertaking from the Honourable Member that if a Government under the present Constitution is sitting three years hence, it should come before the House for a revision of the percentage of the special fund. Sir, I move.

**Mr. President** (The Honourable Sir Shanmukham Chetty): Further amendment moved:

"That to sub-clause (1) of clause 3, the following further proviso be added at the

end: 'Provided also that the percentage retained by the Governor General-in-Council as a Central Reserve under clause 3 (1) (a) shall be subject to revision by the Legislature

**Mr. S. C. Mitra:** Sir, the purpose of this Resolution, as it has been moved today, or at least the similar Resolution, when it was moved in 1930, was not for usurping the functions of Local Governments in the transferred department so far as roads are concerned; but from the changes that have been suggested in part 7 of this Resolution, I am very much afraid, unless the Honourable Member in charge of the Resolution can convince us otherwise, that the original purpose is going to be much altered. Sir, in part 7 of this Resolution which concerns the allotment of the expenditure in British India of the Road Fund, formerly in the old Resolution, as it is reported in page 405 of the Debates of 1930, I find that the function of the Standing Committee then was—

“(i) To consider the annual budget and accounts of the separate road development account of the Government of India;

(ii) To consider all proposals submitted by Local Governments to the Government of India”, etc

But in the present clause powers are given for spending this money—

“(i) on the construction of new roads and bridges of any sort;

(ii) on the reconstruction or substantial improvement of existing roads and bridges;

(iii) on the interest and amortisation of loans taken after the date of this Resolution”, etc

**Dr. Ziauddin Ahmad:** This alteration is very bad.

**Mr. S. C. Mitra:** My friend, Dr. Ziauddin, says “it is very bad” I agree with him that Government must explain why now they are giving so much power to the Local Governments to use this money as they like. I was a member of the first Roads Committee and we remember that we made several classifications of roads and framed specific rules as to how this money should be spent by the Provincial Governments, and I remember, in class I we put inter-provincial roads which deserved preferential treatment from this fund; in class II inter-district important roads, and we made further other classifications. Now, by this alteration in this part of the Resolution, Government are going behind the very principle for which the whole of this Road Fund was constituted. My friend, Mr. Reddi, has pointedly shown that the original purpose of this tax was that the Local Governments would be released from their responsibility of spending money on these big roads, so that their funds might be spent for the local roads and the inter-district roads. But now, under this altered Resolution, it seems that the Local Governments will be permitted to spend their money for any roads they liked, without keeping in view the real purpose of this tax at all. As a matter of fact, I find that some of the Provinces already misused the money that was earmarked for a special purpose. As I tried to follow the argument of the Honourable the Mover of the Resolution, I think he said that the Bengal Government have a balance of 29½ lakhs of rupees which they have been compelled to borrow on ordinary accounts, though earmarked for road development. I know in a similar case about the salt duty that they have spent . . . .

**The Honourable Sir Frank Noyce:** No. I did not say that. I said that the Government of Bengal had 29½ lakhs in the development account, which has not been spent and that they have assured us that it will shortly be spent. They have not yet spent it,

1 P.M.

[Sir Frank Noyce.]

because they had not schemes: I understand they have since prepared schemes and that they propose to spend it in the near future. These schemes will have to go to the Standing Committee on Roads for sanction if they have not been already approved.

**Mr. S. C. Mitra:** I again speak subject to correction, but I remember even in the first and second years we approved of so many schemes in Bengal that they could usefully spend all this money and not keep it in reserve; and as they have no separate earmarked funds, it may be that the whole of that money has been spent for other purposes. Like the Government of India they also put all earmarked allotments in a common fund from which they spend, and like the fund that they got from the additional salt duty and spent it for quite different purposes. I am afraid if they have any money at all in this fund now to spend. So, I suggest that this alteration in clause 7 should not be accepted by this House. Formerly it was provided that Local Governments could take money from this fund only as a loan for special purposes; but, now, they provide for the spending of this fund to pay interest and amortization of loans after the date of this Resolution, and the allotments may be spent for purposes which were not, strictly speaking, sanctioned by the Roads Committee.

There is one point over which there was strong difference of opinion; it is this that the ratio of reserve for the Central Government should be one-sixth of the whole tax as proposed by my friend, Mr. Sukhraj Roy, while my friend, Mr. Ramakrishna Reddi, wants to reduce it to ten per cent. I can only say that in the Resolution of 1930 we accepted ten per cent, but it was definitely stated, at that time, that after the lapse of a few years, it will be subjected to further consideration, and the Roads Committee certainly suggested that it should be one-sixth as suggested by my friend, Mr. Sukhraj Roy. They say in para. 75:

"In the first place, it is, in our opinion, necessary that a part of the proceeds of the additional duty on motor spirit should be retained by the Government of India as a reserve. Apportionment according to petrol consumption means that the larger share will go to provinces in which there are large towns. But the terms of reference to the Committee require consideration of the road system of India as a whole, and it is desirable, therefore, that there should be a reserve available for special grants where for some reason there is need for special aid. Such cases will include projects which are beyond the resources of the local government immediately concerned and are of sufficient all-India importance to justify a special grant, or again projects which concern more than one province or State, as for instance a bridge over a river on a provincial or State boundary. In addition there will be certain central expenditure on road development, as for instance on intelligence and research. We, therefore, propose that one-sixth of the total proceeds in each year should be retained by the Government of India as a reserve."

I can say in reply to my Honourable friend, the Deputy President's argument that a poor and unadvanced Province like Assam should be allowed to draw from this reserve from the Central Fund, as I think they have been allowed to do in the case of the Shillong-Sylhet Road. Unless it is proved that in the last few years there were difficulties to provide money from that reserve, due to shortness of fund, we cannot recommend to raise the ratio. I find that they had about 55.29 lakhs in the Central Fund of which they spent two lakhs on road engineers, three lakhs for experiments and they lent 41 lakhs for special grants. Even

now, they have eight to nine lakhs in the reserve in the Central Fund. If they could not spend in the past few years the fund at their disposal—all of this 55.29 lakhs, why should they now ask for a larger ratio from the general tax? As regards the money they have spent from the Central Reserve Fund, I find that they have spent two lakhs for the road engineer and three lakhs for experiments. As regards experiments, I should be very glad to hear from the Honourable Member what experiments have been made and what were the results and how these will help in the economy of road making in future years and what are the actual benefits we have derived by spending three lakhs of rupees. As regards the two lakhs, spent on road engineers, I would like to hear what he has to say about the recommendation of the Public Works Retrenchment Committee over which my friend, Mr. K C Neogy, presided and in which there were two Executive Engineers—Diwan Bahadur R. N. Arogiaswamy Mudaliar and Rai Bahadur Bishen Swarup. They said in page 12 of their Report:

“We understand that the Road Engineer with the Government of India is the Secretary to the Road Conference and Standing Committee for Roads, and that he also co-ordinates, through the Road Conference, certain technical standards for the whole of India. The appointment was recommended by the Indian Road Development Committee, and the cost (together with that of the subordinate staff) is met from the Road Development Fund. The Road Conference contains Chief Engineers and other experts from the provinces and meets periodically. Sub-Committees are appointed to examine and advise on questions of a technical character. We doubt whether the services of a full time officer are required for performing the functions required of the Government of India in respect of the co-ordination of road development. As in the case of the Central Bureau of Irrigation we are disposed to think that such work as may require to be done in this connection can appropriately be done by the technical Personal Assistant (already mentioned) to the Chief Engineer under the latter's general control, a proportionate cost of the Personal Assistant's post and subordinate staff being debited to the Road Development Fund. The gross savings would roughly be Rs. 30,000, which would be mostly for the benefit of Provincial Governments.”

I would like to know how this recommendation of the Retrenchment Committee has been given effect to by my Honourable friend. I shall be glad to support this Resolution if I get a proper reply from my friend on the questions I have raised and in justification for extending the powers of the Local Governments. In future, Local Governments will be able to spend money earmarked for particular purposes in any way they like and how that will be helping the original purposes of the recommendations of the Road Committee.

**Mr. President** (The Honourable Sir Shanmukham Chetty): If there is a desire to continue the discussion, we will continue after lunch.

**Mr. Muhammad Yamin Khan** (Agra Division: Muhammadan Rural): I think we ought to be able to finish by 2 o'clock we might sit now. I will not take more than five or six minutes.

**Mr. Muhammad Anwar-ul-Azim** (Chittagong Division: Muhammadan Rural): Mr. President, we have got an engagement at 1-15.

**Mr. President** (The Honourable Sir Shanmukham Chetty): If we can finish by 1-30, the Chair has no objection to sit and finish by 1-30 provided Mr. Yamin Khan is the only Honourable Member who wishes to speak.

**Some Honourable Members:** We will continue after lunch.

**Mr. President** (The Honourable Sir Shanmukham Chetty): The House will then stand adjourned till 2-15.

The Assembly then adjourned for Lunch till a Quarter Past Two of the Clock.

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The Assembly re-assembled after Lunch at a Quarter Past Two of the Clock, Mr President (The Honourable Sir Shanmukham Chetty) in the Chair.

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**Mr. Muhammad Yamin Khan:** Sir, roads are a provincial subject, and whatever money is spent on roads ought to be spent from provincial revenues. Now, we all know, Sir, that there are three kinds of roads,—provincial roads, District Board roads and Municipal roads, and it is the duty of all these three . . .

**Diwan Bahadur A. Ramaswami Mudaliar:** Are there three classifications of roads in the United Provinces? It is a new thing

**Mr. Muhammad Yamin Khan:** Yes in the United Provinces, there are classifications of roads, provincial roads, District Board roads and Municipal roads, and my friend, who lives in the South of Nerbudda, does not know this naturally!

It is the duty of all these three bodies to maintain them in good condition. Now, if an extra tax of two annas per gallon of petrol is levied on the owners of motor cars, it is exclusively meant for the convenience of those people who own cars and their vehicles, and they derive the greatest benefit. It was felt at the time when this duty was levied that the lorry and motor bus traffic was becoming a great burden on these three sources, and I know that personally, because I have been connected with a Municipality and also with a District Board for a very long time, and I can clearly say that the resources of the Municipal Boards or of the District Boards are hardly sufficient to meet the increasing demand made by this traffic for the upkeep of the roads, and, therefore, everybody had agreed to pay two annas per gallon as a special tax for keeping up good roads for the use of those people who own motor cars. Now, my friend, Mr. Reddi's amendment goes absolutely against the very fundamental principle, and I cannot support him. I support the idea that there should be communications established between villages and towns and railway stations, so that the produce from the remotest villages might be taken to the railway stations or towns and disposed of without much delay or difficulty.

Now, there is another point which I cannot endorse, and that was the point mentioned by Mr. Abdul Matin Chaudhury. He said that receipts from this revenue should be divided not according to the proportion contributed by the residents of particular Provinces, but in some other way. I don't see why residents of one Province should contribute to the maintenance and upkeep of roads of another Province. Why should I be called upon to pay for the upkeep of roads in Assam when the roads in

my own Province require immediate attention? If help is wanted in Assam, if roads have to be maintained in Assam, it is certainly the duty of the Assam Government to devise measures for the convenience of their people, and I should not be called upon to contribute a share, because, whatever contribution the people of my Province will make, should be utilised for the upkeep and maintenance of roads in my own Province, and not outside my Province, because there is no Province in India which can say that the roads in a particular Province are quite good and that they do not require any further help from this source. The U. P. is the biggest Province in India; it has a very extensive mileage of road system which we are not able to maintain properly. Therefore, it will not be right and proper for my friend to collect the tax from the U. P. and hand it over to another Province like Assam or any other Province. I think the system suggested in the Resolution before the House is the best, and the most equitable. Sir, I have no quarrel with any Province like the Punjab, Madras or any other Province, if they ask my friend to give them help from the general revenues, but this particular tax, which we are asked to contribute for a particular purpose, should be utilised for that very object only, and the money collected from a particular Province should be spent in that Province only.

Sir, I have one more suggestion to make. Although I wholeheartedly support this Resolution as it stands, I would like my friend to watch very carefully the working and see that money is properly spent in the upkeep of the roads, so that there may not be any grievance that, though we are contributing, the roads have not improved or that the money has not been properly utilised. In my Province, a great deal of help is required to make the roads suitable for motor traffic in many places. There are many portions of provincial roads even on which you cannot make a journey of more than 15 miles an hour, and there are many on which you cannot go more than ten miles an hour. So, I think this improvement is required, and I hope that the Honourable Member will see that this is properly attended to.

As this is the last occasion when our Law Member will be sitting in this House, although he may not go out of India, still we will miss him in this House. He has been very kind to us, and his genial spirit and good humour have greatly impressed us. He has been a great friend of ours, and he is a very popular gentleman, both inside this House and outside, and what is a loss to the Government of India will be a gain to the Government of Bengal. Whenever he comes to Delhi or Simla, we shall be most happy to meet and give him the warmest reception that we can possibly give. (Cheers.)

**Diwan Bahadur A. Ramaswami Mudaliar:** On this the last day of a somewhat prolonged, tedious and nerve racking Session of the Assembly, I do not wish to raise once more the question of provincial jealousies which have disturbed the peaceful atmosphere of this House on more than one occasion. But I must take notice of the speech of my Honourable friend, the Deputy President of the Assembly, when he complained of the treatment which his Province was getting with reference to this Resolution and the advantageous position in which other Provinces are placed. I feel it my duty, particularly because very few Members have stressed the point, that the other side of the case should also be represented and should be on record, that Provinces which are going to get on a consumption basis should have their claims properly placed before this House. The Honourable Member in charge of Industries and

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Labour has raised the amount of reserve from 10 to 15 per cent. I think he has gone far enough and I think we must enter a protest against increasing the reserve which implicitly means depreciating the amount which otherwise would be available to various Provinces. So far as my Honourable friend, Mr. Abdul Matin Chaudhury, is concerned, we will not complain if, out of these reserves, he gets a very large slice. We, in other Provinces, that is, like Madras, and Bombay, and perhaps Bengal, are not going to have any grants-in-aid out of this 15 per cent. We do not lay any claim to that. We shall be satisfied with the amount which we will get on a consumption basis.

**The Honourable Sir Frank Noyce:** If I may correct my Honourable friend, there is nothing to prevent Madras getting a grant-in-aid from the reserve for projects of an all-India importance. We have, as a matter of fact, given Madras two lakhs of rupees out of this reserve for a bridge on the Madras-Bombay road.

**Diwan Bahadur A. Ramaswami Mudaliar:** Other Provinces will get it only to the extent that the Government of India are convinced that it will help what are called Grand Trunk Roads which are the main arterial roads from an all-India point of view. But mainly this reserve will be utilised to give grants-in-aid to the backward Provinces which are not in a position to develop their roads properly. My Honourable friend, Mr. Abdul Matin Chaudhury, felt a grievance that Madras and Bombay had a network of roads which was denied to his own Province. I do not think that, if he understood the position thoroughly, he would have had reason to complain about it. We do not complain of the network of railways in Upper India. I am speaking for my own Province and even of Bombay, and if only my Honourable friend knew how much we are handicapped in the matter of railways—we have got a very primitive railway system which compares very favourably, so far as pace and progress are concerned, with the system of railways that was prevalent in England sometime in the fifties of the last century—the South Indian Railway is perhaps a notable example of the crawling, creeping, slow railways that we still have in India after a century and a half of railway progress. So far as pace is concerned,—my Honourable friend, Mr. Rau, looks questioningly at me

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**Mr. P. R. Rau** (Financial Commissioner, Railways): I was only questioning the century and a half of railway progress!

**Diwan Bahadur A. Ramaswami Mudaliar:** I beg your pardon, it was a century of railway progress. But we do not complain of that fact, and if we have developed the roads in our Province, it is just because railway communication has been so scant in that part of India that we had to develop the roads. And how have we developed the roads? We developed them by taxing ourselves to the bone, by raising all sorts of taxes. My Honourable friend, Sir Frank Noyce, comes from Madras. He knows something of the taxation system of that Province, and he knows how the roads have been built in that Province. We have a classification of roads, first class roads, second class roads, and third class roads or village roads. The first class roads are the trunk roads which go from district to district, second class roads are the more important roads with-

with different villages. We had a system of tolls. Now, I do not think my Honourable friend from Assam knows anything about the tolls or toll gates at all. I had the pleasure of going by road in Assam, a Province about which so much complaint has been made, from Gauhati to Shillong. And I challenge any Honourable Member in this House to get up and say, barring the North-West Frontier, that there is a road more perfect, better kept, and more smooth for running than the Gauhati-Shillong road, and what is far more important and appropriate. I did not come across any toll gate throughout that distance of 50 or 60 miles from Gauhati to Shillong. In my own Province, if I had to traverse through that length of roads, in the days when toll gates were in existence three or four years ago—they are going to be revived in a few months again,—I would have had to pay a sum of six rupees in tolls for six toll gates to take my car over that bit of distance of 50 to 60 miles. That is how we taxed ourselves to improve our roads. I do not think that Honourable Members know that there is such a thing as a vehicle tax.

**Mr. Abdul Matin Chaudhury:** We have.

**Diwan Bahadur A. Ramaswami Mudaliar:** If it is so, it must be after the Roads Committee had reported, because, at the time when the Road Committee reported, except in the Punjab and Madras, there was no other Province where there was a vehicle tax. We have levied that tax for 30 or 40 years on all kinds of vehicles, on bullock carts, on *jutkas*, on coaches, on motor cars, and the amount of licence fees that we charge for our motor buses and motor cars is something enormous. Therefore, if you want to compare one Province with another, you have to take into account the various taxes that are paid in each Province and how these roads have been developed. After all, what is the complaint of my Honourable friend? This particular excise is only of a few years' duration; it has come into existence since 1931, and we had the system of roads,—22,000 miles as my Honourable friend pointed out,—long before this excise duty was levied and long before we got any benefit out of this, out of taxation of the people, and because we felt that owing to lack of proper railway communication we must develop what is the next best, a proper road communication throughout. I do not think that there is anything in what my Honourable friend has suggested and there is no room for complaint. My Honourable friend, the Deputy President, and my Honourable friend, Rai Bahadur Sukhraj Roy, both quoted the saying, "to those that have shall be given and from those that have not even the little that they have shall be taken away". A more appropriate saying from my point of view would be, "God helps those who help themselves, but the demi-Gods are asked to help those who will not or cannot help themselves". That seems to be the position that my Honourable friend wants this House to accept. I for one refuse to accept that position. When my Honourable friend has taxed himself to the extent that we have, then it will be time enough for him to come and ask that this Province should be put on the same basis and on the same scale as Madras or any other Province.

There is another aspect of the question which I should like to take this occasion to present to the House. If Honourable Members want to have the luxury of separate Provinces, if they want to carve out India into small territorial areas, having their own forms and methods of Government.



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they should realise that they cannot have it all their own way. They should realise that there are inevitable disadvantages also in carving out those small Provinces, that after they have carved out these small Provinces to satisfy their political aspirations, they cannot turn round and say "We are unable to maintain ourselves, because we are a small Province, and, therefore, we should get benefit from some other source", from some big Province which is trying its level best to tax itself and keep itself abreast of the times and the needs of civilisation. My Honourable friend wants to have the luxury of a very small Province. He wants to play at all the games that a big Province can afford to pay for—Legislatures, Government Houses, Governors, Executive Councillors, Ministers, and so on and so forth. Then, it seems to me that he must try, to pay the piper himself and not come to other Provinces and say they must pay for what he has evolved, the luxury of a small Province. I wish to state this fact at this very early stage, because the more the smaller Provinces are developed,—and I am not against them,—the more will they cry that they are backward and that they should be given special help from other Provinces. That is not going to be, and that is one reason why I should like the cut and dried system of Federation to come into existence as early as possible, because these requests will then be absolutely out of court, because there will be no *ma-bap* Government which gives doles to backward Provinces out of the resources which it gets from the forward Provinces and the more advanced Provinces.

Now, Sir, though I do not support the amendment of my friend, Mr. Ramiakrishna Reddi, for a reduction from 15 to 10 per cent, I must say that I am greatly in sympathy with that idea, and the notice of that amendment will be a caveat, so far as the Government of India are concerned, that in future they will not meddle with this percentage, that there will be no attempt to increasing it further, that they will call a halt, and that because there may be pressure from Provinces like Assam, they will not try to steal more from other Provinces and increase their 15 per cent, so that they may give larger grants-in-aid. For my part, I shall be perfectly satisfied if, on the consumption basis, the amount that is required for my Province is given, and I think most of the other Provinces will be in the same position.

As regards the purposes for which these allotments are made, I think that there has been a slight confusion introduced into this question. I do not think that clause 7 precludes the idea of the construction of village roads. I do not understand it in that sense, but there is some point in what my friend, Mr. Yamin Khan, has pointed out, that this is primarily a taxation on the users of motor vehicles and motor cars and that the amount is paid by these people and that one primary consideration which should be kept in view is that the motor vehicle traffic is made smoother than it is at present. I do not think it can be questioned that some amount of this money at any rate should go to keep the roads in better condition, so that the users of motor vehicles and motor cars who appreciate those two things may feel that they have more smooth running for their cars. But, at the same time, I must confess that village communications are inextricably mixed up with the whole of this question. If motor lorry traffic in particular should develop, it can only develop *pari passu* with the development of first class and second class roads. The commodities from the villages must come into the main roads and that can only come if village communications are developed. I take it that

this clause merely means that not merely the first class and the second class trunk roads should be developed and in their case bridges also may have to be built, but that an attempt should be made to develop third class roads. In this connection, the pressure should really come so far as Provincial Governments are concerned from the Provincial Legislatures, and having in mind the fact, that except in Assam, in all other Provinces Ministers are in charge of this subject, I very much doubt whether that pressure will not be forthcoming and whether Ministers, who are responsible to public opinion and to the majority of the Legislative Council, can afford to neglect the claims of the village roads or third class roads. I speak with some knowledge so far as the Legislature in Madras is concerned and so far as the Ministry in Madras is concerned during the last 13 or 14 years there has been a constant and a consistent pressure put on the Government to see to it that there is a large expansion of village roads, and I believe my statement will be borne out by those who come from Madras that an organised attempt has been made in this direction of village communications particularly during the last ten years. I have reason to think that with the additional grant, that will be given by this Road Fund, the Madras Government at any rate is not likely to ignore the interests of villages or of village roads.

Sir, so far as the Standing Committee on Roads is concerned, I must bring to the notice of the House a special feature of the way in which this Committee is to function—a welcome feature from the point of view of us who are Members of the Assembly. Clause 10, sub-clause (2) says:

“No approval to any proposal for expenditure from the Road Account shall be given by the Committee unless it is supported by a majority of the members present and voting who are members of the Legislative Assembly and a majority of the members of the whole Committee present and voting.”

I believe, in the last Resolution, the Members of the Assembly constituted a special financial sub-committee of this Road Committee, and all proposals relating to finance went directly to them and to them alone. In this Resolution, a distinction has been made. They are no doubt still given a dominant voice, but the right to vote on the financial proposals is also extended to Members of the Council of State. I do not know why the Member in Charge of Industries has made this innovation. This House takes the view that except in matters of taxation, which are embodied in the form of Bills, this House must have not merely the dominant, but the sole voice. The Budget is presented to this House. The grants are passed by this House and by this House alone. The other House does not vote on the grants and I thought it was reasonable that where the finances have to be voted upon by the Committee, the Committee of this House and that Committee alone should have the first, last and final voice with reference to that matter. Now, my Honourable friend has extended the scope of it. I do admit that even here, the voice of the Assembly predominantly must prevail, but I do not see why, even if the majority of the Assembly Members were in favour of it, you should have in addition a majority of the whole House. It may happen that what the majority of the Members of the Assembly accept the majority of the whole Committee may vote down. Then, in that case, I feel that the Assembly will not have the final voice. I should like an explanation from my Honourable friend as to how this innovation has been made with reference to what we consider a vital feature of the Constitution, that is the power of the Assembly and the Assembly alone to vote for grants.

[Diwan Bahadur A. Ramaswami Mudaliar.]

Sir, I do not want to prolong the sitting of this House. As Honourable Members have already referred to an impending retirement, I feel it my duty to speak on behalf of my Party a few words about the Leader of the House. The Honourable Sir Brojendra Mitter has been the Leader of this House for a considerable time. He has been *persona grata* with every section of this House. His charming and amiable temperament, his long hours of sitting in that place throughout the tedious discussions in this House—and many of us have wondered how he was able to sit there through all these debates—whether he was thinking with eyes closed or with eyes open—and the manner in which he has generally accommodated himself and made the Government accommodate to the wishes of the Opposition, all these will long be remembered and treasured by us. We have had in him an exceedingly amiable Leader of the House, notwithstanding the fiction about the leadership of the House. Generally speaking, the Opposition does not recognise what is termed the Leader of the House. I admit, when there is responsible Government, and where there is a Ministry in office, there is some meaning in the expressions, Leader of the House and Leader of the Opposition, but, under the present circumstances, I think both are fictions which we have incorporated into the Constitution; but if there ever was a gentleman whom this side of the House has rightly accepted as Leader of the House, I can safely say that that is our friend, Sir Brojendra Mitter. (Loud Applause.) Sir, it requires some amount of tact and a good deal of patience and good humour to carry the House with him as Leader of the House: and my Honourable friend, Sir Brojendra Mitter, has shown that he possesses both of these qualities in an abundant degree. We shall miss him, as many Honourable Members have said, and his will be a difficult place to be filled up by any other Member of the Government in the future Sessions of the Assembly. We are aware that he is going to another exalted office where all his charming qualities will, as they deserve to be, be utilised, if what we hear of the Bengal Legislative Council and all we hear is true, and Bengal will be the gainer where the Legislative Assembly and Delhi and Simla will be very great losers. Sir, on behalf of those who sit on this side of the House, I wish to associate myself with all the compliments that have been extended to the Honourable Sir Brojendra Mitter, the Leader of the House. (Loud and Prolonged Cheers.)

**Mr. C. S. Ranga Iyer** (Rohilkund and Kumaon Divisions: Non-Muhamadan Rural): Sir, I rise to differ from the Deputy Leader of the Independent Party in regard to his statement about the northern Provinces being favoured with more railway communications, whereas the southern Provinces have been the recipients of something of a Cinderella treatment. He has a railway to Ootacamund: we have yet to have a railway to Naini Tal or Almora, and, talking of lack of good communications in a backward Province like Assam, I have great sympathy with the Deputy President, but if the Kumaon Division and its neighbouring districts were to be constituted into a Province, it would be as large a Province as Assam—a Province where communications are really so backward as they happen to be. I hope that the United Provinces Government, when they go into this matter, will go into the question of communications for the Kumaon Division and the Himalayan districts with more interest than they have done in the past. Sir, we are grateful to the Honourable the Industries Member for having placed before us this important Resolution,

for it has enabled us to think, not only nationally, but also rationally and provincially.

Now, Sir, we shall turn to the impending disaster that is to overtake this Assembly in the leave-taking for another two years at any rate of the Honourable the Leader of the House. Sir, I have already paid my tribute to the Honourable the Finance Member and I said on the last day of the Finance Bill how he used to play this House as an angler plays his trout. That was the triumph of his oration, and of him it cannot be said that emotion was the soul of his oratory. On the other hand, the Leader of the House is so full of emotion: the Keltic imagination of the Bengali and the great accuracy of one of the gifted lawyers of India have enabled him as the Leader of the House to lead us on right lines. We shall always pray until he comes back to us with his new experience in Bengal, where, I am sure, he will send a new pulse beating (Hear, hear), he will come back to us as an important Federal Minister,—once again to guide this House or its successor, the larger House, on right lines, and if he does not happen to be a Member of the Government, we hope he will be one of the shining stars on the Opposition Benches (Hear, hear), offering battle to the Government in the proper, constitutional, parliamentary way in which the Government ought to be fought. Sir, he is a statesman, a friend to truth, of soul sincere, in duty faithful, in honour clear. (Loud and Prolonged Cheers.)

**Mr. A. H. Ghuznavi** (Dacca *cum* Mymensingh: Muhammadan Rural): Sir, I support this Resolution and I quite sympathise with my Honourable friend, Diwan Bahadur Ramaswami Mudaliar, when he talked about the railways in Madras. I have seen what it is like from Waltair downwards. Sir, serving on the Standing Finance Committee of the Railways, I went to Madras in 1932. Up to Waltair, I could tolerate it, but, after that, it was impossible. It seemed I was travelling by bullock cart. Then, from Madras downwards, by the South Indian Railway, that was terrible.

Now, Sir, as regards these roads, I only want to bring to the notice of my Honourable friend, the Industries Member, that he must make the Bengal Government realise that the roads in Bengal are in a very bad condition. They must utilise the money that is allotted to them, and not use the money for some other purposes or keep it in abeyance for the next year, the next year after that, and so on, and there, again, Sir, I agree with the Diwan Bahadur when he said that not only we should give our attention to the trunk roads, but our attention should also be given to the village roads, which are very very important. Of course, as he has pointed out, as regards the roads on which the motor vehicle traffic is very great, attention should first be given, because the motor vehicles pay the petrol tax, but, next after that, the village roads must have our attention. As regards the "taxing", I think we in Calcutta pay a terrible sum—Rs. 48 a year.

**Diwan Bahadur A. Ramaswami Mudaliar:** We pay Rs. 70.

**Sir Leslie Hudson** (Bombay: European): We pay Rs. 120. Bengal does not tax herself.

**Mr. A. H. Ghuznavi:** I thought we were paying higher than Madras.

Now, I should like to say a few words, and that is with regard to my Honourable friend, the Law Member and the Leader of the House, Sir

[Mr. A. H. Ghuznavi.]

Brojendra Mitter. Sir it is a source of great relief to all of us to turn from the Bengal jute duty to the Bengali lawyer,—from combustible matches to a cool, calculating advocate. (Laughter.) As the Leader of the House and as the Chairman of our Select Committees, we have learnt to appreciate his unfailing courtesy, his spirit of accommodation and the detachment of his outlook. Sir, Sir Brojendra Mitter will be greatly missed in this House; but the only redeeming feature is that the loss of this House and of the Government of India is the gain of Bengal. Sir, we from Bengal say good-bye here to my Honourable friend so as to be able to welcome him back to our Province and to a further period of distinguished and useful services to the Government and the country. (Loud and Prolonged Cheers.)

**Sir Abdur Rahim** (Calcutta and Suburbs: Muhammadan Urban): Sir, I do not feel that I am in a position to make any useful contribution to the Resolution before the House. I take it that the Resolution is going to be passed. The question of road communications in India is one of the most important problems that the Government have to face in the different Provinces. The different Provinces have their own special difficulties, and my own Province, Bengal, has difficulties which are far more formidable than perhaps anywhere else. It is a Province full of rivers, swamps and ditches. It is very difficult really to say that we have got any roads at all which are anything like the roads that we find, for instance, in the neighbouring Province of Bihar or in the United Provinces. I believe that nothing is more seriously felt in the way of inconvenience as the want of proper and sufficient road communications in Bengal. I do hope that this Resolution, when it is carried out in the different Provinces, will help my Province as well as the other Provinces. Of course, there looms before us another very difficult and complicated question, the question of rail and road competition, but this is not the occasion on which one is expected to speak on that subject. I do not wish to say anything more. Indeed, I have nothing more to say on this matter.

I shall now say a few words by way of good-bye to the Leader of the House. Sir, I endorse entirely all that has fallen from other Members as to the many qualities which have made him so popular in all parts of the House. His genial temperament, his easy accessibility, his unfailing courtesy and his readiness to accommodate us on all occasions has made him quite a favourite, if I may say so, of the House. As a Leader of the House, it is very difficult to tell from this side what particular difficulties he has to surmount in the Government, but we know this that, so far as we are concerned, he has been extremely accommodating. He has helped us to the best of his opportunities to discharge our duties in the best manner possible. He is still in full vigour of life and we are glad that he is not going to retire, but is going to take up other responsibilities as onerous, if not more onerous than what he is discharging here. He has gained invaluable experience. I am sure, as a Member of the Government he has dealt and made himself familiar with problems that affect all parts of the country. The wide experience he has acquired and the various problems that he has dealt with will, I am sure, stand him in very good stead when he deals with the provincial problems of Bengal. We all know that Bengal is a difficult Province and he is going there in

somewhat difficult times. His colleague and friend, Sir George Schuster, has in anticipation tried to smooth his way a great deal and we all recognise that the action taken in this connection by the Honourable the Finance Member, who is also leaving us, will be a great help to the Province and will make matters easier to our Honourable friend, Sir Brojendra Mitter. He is going there in a period of transition, because we hope that there will soon be a change at least in the constitution of the Provinces and that, so far as he is concerned as a Member of the Executive Government, he will be in a position during the year or two that may elapse before provincial autonomy is launched to see that proper arrangements are made for the smooth working of the new Constitution. Sir, we all wish him every success in his new office which will be quite as responsible and onerous as the high office that he holds at present

Sir, we already had an occasion to say a few words of good-bye to

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Sir George Schuster who, I am glad, is present here and I do not wish in any way to repeat what has already been said. I am sure that great opportunities also await him in his own home-country for rendering service not only to his motherland, but also to India. He has acquired such a great experience of the finances of the country that, coupled with his undoubted talents and his vast knowledge of financial subjects generally, I am sure he will be in a position to help us in launching the new Constitution and in dealing with further details that remain to be settled in order to make that Constitution complete and successful and let us all hope that he will be given that opportunity in ample measure. I believe he will go on studying the problems of this country, because, after all, the British Empire is nothing without India. And if the British Empire is to flourish and prosper, it means that India must flourish and prosper. I am sure, my Honourable friend, Sir George Schuster, realises that as vividly as anyone of us and I do hope that he will make it his special task when he is in England to impress it on His Majesty's Government that India has reached a position when she must be given every possible help, so that she may advance on that road to prosperity which would lead to the prosperity of the rest of the British Empire.

**Raja Bahadur G. Krishnamachariar** (Tanjore *cum* Trichinopoly: Non-Muhammadan Rural): Sir, I support this Resolution for the one simple, very strong and unanswerable reason that in making the provision for the railway lines and in giving sanction to the schemes that might be submitted by the Local Government, the Governor General has been enjoined to consider the necessity of improving and providing village communications, that is to say, from the villages and from our fields to roads or to the markets. That, Sir, is a very important position and, as pointed out by my Honourable friend, Dr. Ziauddin Ahmad, during four or six months in the year our roads are impassable. Take even an empty cart, it gets stuck and sometimes you are to go into those village parts and see how we struggle to pass three miles from morning till evening. I want the Government of India to remember that when schemes come from the Local Governments, they must insist upon a due provision being made for village roads and communications, so that a strong and well organised beginning may be made in order to give us some facility. The Government of India are now fortunately in a mood to think of us as being of some account, and I hope they will go on improving this position in times to come.

[Raja Bahadur G. Krishnamachariar.]

Now, with your permission, may I, on behalf of my Party—I shall not take up much of your time, Sir—associate myself with all that has been said by our friends on this side regarding the Leader of the House, Sir Brojendra Mitter. Sir, as a lawyer, I think, he is one of the most prominent in India. We have had enough occasions when even by a joke he turned the situation which looked very dark against the Government on his side and then sat down. If he begins to analyse Bills which have been introduced, especially Bills on the non-official side, then good-bye to these Bills once for all. He dishes them so nicely that even those who are so very anxious and who are very angry with some of those who oppose the non-officials, even they are satisfied. For instance, when my Honourable friend, Mr. Ranga Iyer, introduced his untouchability Bill, my Honourable friend, the Leader of the House, smashed Mr. Ranga Iyer's argument to pieces and then you do not see any remnant of the Bill anywhere near half a mile. My Honourable friend, Mr. Ranga Iyer, after he finishes his day's labours in the Assembly and after abusing me for opposing his Bill, he always drives with me and when I rise from the Assembly to go home, my friend tells me, "please wait, I am coming with you in your car". I have to wait for more than 15 minutes for my friend to adjust his hat, and he tries his best to conceal the feeling that has been created in his mind when my Honourable friend, the Leader of the House, said "that is journalism, we will go to the special provisions of the Bill". Thus, Sir, my Honourable friend, the Leader of the House, clause after clause, word by word and sentence by sentence pulls everything to pieces, with the result that my Honourable friend, Mr. Ranga Iyer, is not able to catch even the shreds of it so as to weave them into another argument the next day. The next day, my friend, Mr. Ranga Iyer, comes forward with another Bill and speaks in right parliamentary style on that Bill, but it also meets with the same fate at the hands of the Leader of the House.

**An Honourable Member:** What about Gour's Bills?

**Raja Bahadur G. Krishnamachariar:** Gour's Bills are past history. I think I ought to remind him of it. The first time I felt personally grateful—I do not care what the House felt, not that I am disrespectful to the House—the first time I felt grateful was when my Honourable friend, Sir Hari Singh Gour, with the crown of martyr on his head made for him by our friend, Mr. Jayakar, moved his Bill in order to legalise marriages between Hindus and Muslims and make them all one. The other day, when I was speaking to my friend, he said, "why do you give trouble, I want to make the whole nation one by means of facilitating these marital alliances". Sir, I do not remember who was then presiding over this Assembly, I think it was Sir Ibrahim Rahimtoola, and, after my Honourable friend, Sir Hari Singh Gour, had moved his Bill, the Honourable the Leader of the House warmed himself up and discussed the Muhammadan Law of Divorce, the Muhammadan Law of Inheritance and discussed every phase of Muhammadan Law and warned my Honourable friend, Dr. Gour, which I have no doubt he has taken to heart, for I find all his activities closed after that speech, the Law Member then said, "Remember, in this country, there are two ancient codes which have come down from time immemorial, do not touch these codes. Upon them stands the foundation of the two great communities in India". I do not know whether my Honourable friend, Sir Hari Singh Gour, felt it or not, but as they say the proof of the pudding is in the eating, I find all his

activities have ceased since then although he just pretended after that to do something, but during the last two years, you might have observed, Sir, that he is keeping mum. That is the strongest indication of the strength of the Law Member in the way he so nicely puts it.

I wish to bring to the notice of the House another incident. My Honourable friend, Mr. Ranga Iyer, in a speech cornered the Honourable the Law Member, I was closely watching as to what he was going to say in reply. He looked this side and said "that is journalism and not law". That was certainly not journalism, but absolute law. He had no good argument, and, as we do at the Bar, we leave aside the real position and treat it as of no consequence. If I go on narrating incidents that happened in this House, I know that you, Sir, will pull me up by saying that I have only two minutes left. But, Sir, this House will agree with me in considering that the Leader of the House is one of the most eminent lawyers in India.

I shall now refer to our friend's social qualities. There is a general impression outside that if you are a lawyer, you are not a gentleman. I deny that statement. After all, before a man is a lawyer, he is a gentleman. In the midst of his profession, he is a gentleman, and, at the end of it, he is a gentleman. I strongly repudiate the position that because you are a lawyer, you are not a gentleman. Some of those persons, who have not got anything else to do, think that a lawyer simply makes money day in and day out, and he does not do any service to the country. Sir, as I said elsewhere, it is the lawyer that leads the whole world. If you want an organised Standing Army, who does that, except Lord Haldane and he was a lawyer. Our friend, the Law Member, is a thorough gentleman. Unfortunately, seated as you are in that Chair, you cannot as you did, in the olden times, come out into the lobby, but I am perfectly certain that at times you must have heard the loudest laughter and if ever you heard that laughter, you must have wondered yourself as to who was laughing so loud and if you had thought over it, you must have realised that it was the Leader of the House, who was laughing so loud. He is loud and sometimes inconvenient for the person whom he has so nicely dished by his humour and that is an incident which we shall all miss hereafter in this House. As pointed out by Sir Abdur Rahim, the Leader of the House was remarkable for his open hospitality and his easy accessibility. You may go and tell him anything you like, he quietly listens to everything and then says "is that all you have got to say?" All the time you are talking to him, he makes you believe that you are the wisest man going in this world and he shows that he is trying to learn everything from you. That, Sir, is his quality on the social side. When I heard that he was going to Bengal, I congratulated him. He asked whether it was a matter for congratulation. Well, Sir, I said I was not concerned with his personality, I was concerned with the Province of Bengal. That Province unfortunately is now in the throes of what they call terrorism, it is in the throes of an excited youthful population and an impressionable lot who, for some reason or other, have transgressed all our old Indian traditions. I hope, when the Leader of the House goes back to Bengal, he will bring back these youths to a sense of respect for law and order. I am very fond of Bengalis, and if you come to Hyderabad, well, Sir, I shall take you to all the noblemen in Hyderabad and you will yourself find in what great respect the Bengalis are held among them, not the educated classes, that is natural, but among the old-fashioned



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noblemen there. This is just the occasion when I told the Leader of the House of what immense help he will be to Bengal. With his extreme sense of humour and his geniality, I am sure, he will bring the young Bengal to its proper senses and I wish him a good deal of prosperity in his new career, though I am sorry in one respect that he accepted this appointment. I offered some very nice and tempting cases where he and I could either cross swords or work together, and break the laws I myself made, but unfortunately it is all gone. I am afraid I shall not live when he comes out of office again back to the Bar and I must leave it at that.

Although I have spoken a great deal of the Finance Member, I shall speak only one thing that he was absolutely wrong when he said it is going to be good-bye. I cannot say good-bye to Sir Brojendra Mitter, because I can meet him day after tomorrow in Calcutta. And, in the case of the Finance Member also, I know it is not a farewell, but it is only *au revoir*. In November or December, if I live, I shall have the honour of shaking hands with him at Bombay when he comes here to take up an important position which is waiting for him. Sir, we cannot afford to lose Sir George Schuster. Apart from everything else, he never loses his temper. His mind does not wander into technicalities, and, instead of disposing of things upon preliminary objections as we call it at the Bar, he goes straight to the position and floors you so completely that you are gasping for breath and he goes on to the next point as if nothing has happened.

Sir, on behalf of my Party I bid both these gentlemen good cheer, a great deal of prosperity and,—if I can take upon myself the vanity of saying,—the blessings of a Brahmin. I will conclude by saying:

*"Nikalti hai jaldi khushi ké Bachan,*

*Na ho gar khushi to Nahin Brahman."*

**The Honourable Sir Frank Noyce:** Sir, I have never been at a greater disadvantage in replying to a Resolution in this House. I am not at all sure whether the House wishes me to talk about the criticisms and comments which it has made on my Resolution or to talk about the merits of the Honourable the Leader of the House. I am very much inclined to hand the reply to the Resolution over to him to see what he can make of it. Well, Sir, I propose to do both, and I also propose not to detain this House longer than I can possibly help from the holiday that it has so well earned.

Sir, I must thank the House for the reception that it has given to this Resolution, which has been in striking contrast to that accorded to its predecessor five years ago. That was also, if I recollect rightly, brought forward on the last day of the Session and it presented so many novel features that it provoked a great deal of discussion and had to be adjourned to the Simla Session.

Now, Sir, I shall have to deal shortly with the various amendments. I honestly do not quite know how to deal with those which have been moved by my Honourable friend, Dr. Ziauddin, for he said absolutely nothing about them during the course of his speech and brought forward no arguments in support of them. However, Sir, as I am not sure whether he is pressing them or not, I had better say something about them. His first amendment is:

*"That in Clause 1 of the Resolution, the words 'not less than' be omitted."*

**Several Honourable Members:** He does not want a reply.

**The Honourable Sir Frank Noyce:** As my friend does not wish me to say anything about his amendments, I will gladly refrain from doing so except about the last, because that one has also been mentioned by my Honourable friend, Mr. Yamin Khan. His last amendment was:

"That after sub-clause (d) of clause 11, the following new sub-clause be added :

'(e) To see that the grants given under clause 3 are spent upon objects mentioned in clause 7.'

My Honourable friend, Mr. Yamin Khan, also urged on us that we should see that the money which is allotted from the Road Development Fund is properly spent. Well, Sir, we do see to that. That function is not, however, discharged by the Standing Advisory Committee which obviously is not in a position to discharge it but by Government, with, of course, the advice of the Committee. Our procedure is that after any scheme has been approved on the advice of the Committee, the Government of India convey their approval to the Local Government concerned. The Local Government, if it wants to commence the work in question, sanctions a detailed estimate, the particulars of which are communicated to the Government of India. The Government of India satisfy themselves that this estimate is in accordance with the approval of and intimate to the Local Government and to the audit authorities that expenditure against it may be debited to the provincial share of the Road Development Account or to the reserve as the case may be, and the audit authorities then admit expenditure against such estimates and such estimates only. It follows that the development account can only be spent on approved schemes and that, therefore, machinery already exists to give effect to what appears to be the intention of my Honourable friend, Dr. Ziauddin's amendment. It is important that the House should remember in dealing with this account that it represents a comparatively small portion of the total expenditure on roads in India, and that that is the reason why evidently in the United Provinces so little evidence of its effects is visible. It may interest the House to know that in 1929-30, the last year before the slump, the total expenditure on roads in the major Provinces of India was 7.68 lakhs, but that, in those Provinces, the share of the Road Development Fund would be only about 76 lakhs. Therefore, the Road Development Account only represents about  $\frac{1}{10}$ th of the total expenditure on roads.

Now, Sir, I turn to the amendment moved by my Honourable friend, Mr. Ramakrishna Reddi, who wants that the whole amount available in the Road Development Fund should be earmarked for giving grants to local boards for the development of rural communications. That is a very far-reaching amendment, and it has been faithfully dealt with by some other speakers, so that there is no need for me to add very much to what they have said. I would remind my Honourable friend that the Resolution does not in any event contemplate the development of urban streets as he seemed to think it did and that we have in paragraph 8 of the Resolution, the implications of which I doubt if he fully understood, stressed the need for special consideration of feeder roads for the transport of agricultural produce. As some other speakers have pointed out, in using a fund of this kind which is raised by a levy on motor transport, it would be most unfair to deprive those, who supply the sinews of war, of the

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benefits of it and to devote it to roads which, in the majority of cases, would be of comparatively little use to them. In any case, Sir, the initiative of selecting roads for development rests with Local Governments and it is obviously desirable that they should be given the fullest discretion as to the agency they wish to employ for the expenditure. It is for them to decide whether they should use the Public Works Department or make grants to local bodies. It would be most unjust to utilise all the money available in the Road Development Account for a special class of roads.

I think the course of this debate has very fully justified the wisdom of Government in taking the middle course that they have taken in regard to the 15 per cent to be utilised as a central reserve. My Honourable friend, the Deputy President, has pleaded with great eloquence the cause of Assam and Mr. Gaya Prasad Singh and Rai Bahadur Sukhraj Roy have pleaded that of Bihar. On the other hand, we have had the point of view of the other Provinces ably represented by Diwan Bahadur Ramaswami Mudaliar and Mr. Yamin Khan. I am quite prepared to admit that this question of 15 per cent is the most controversial point in the whole of the Resolution and I think it would probably meet the wishes of this House if I were to go some way, at any rate, to meet my Honourable friend, Sir Leslie Hudson. I cannot accept his amendment for the reasons which he himself gave, namely, that we cannot bind our successors, and we do not know how long it will be before those successors are seated on these Benches. But I am prepared to agree that this is a question which should come under revision in, say, three years' time. I think Sir Leslie Hudson will also agree that if Members of Government give an undertaking, those undertakings are always honoured. If the present Government occupy these Benches in three years' time, I can undertake that this question of the reserve will be reviewed by the Government of India in consultation with Local Governments and also with the Standing Advisory Committee and that if there seems any justification for a change in the percentage and circumstances have altered in any way so as to make that change desirable, a Resolution to that effect will be duly placed before the House. I trust that that will meet my Honourable friend and that he will not press his amendment.

There were a few points raised by my Honourable friend, Mr. S. C. Mitra, which deserve to be dealt with fairly fully. I think my Honourable friend—if I understood him correctly—objected to the fact that we had liberalised this Resolution to an undesirable extent. I am not quite sure that I followed him in that criticism. The main liberalisation lies in the extension we have given to the scope of the Resolution and I think that the general sense of the House is that in enabling Local Governments to spend money on the development of feeder roads and rural communications we are acting wisely in view of their importance to the economic welfare of the greater part of India. He objected to clause 7 (iii) of the Resolution which permits money to be spent on the interest and amortization of loans. I think that there he was confusing the loans which have been taken from the fund to be spent on maintenance with loans which under this Resolution can be taken in future for construction, reconstruction and substantial improvement. The two things are quite different, and I must confess that I was rather surprised to find my Honourable friend, Dr. Ziauddin, objecting to this clause in the Resolution, for I should have

thought that the use of loans for development schemes was worthy of praise rather than of blame. I am, however, grateful to my Honourable friend, Mr. Mitra, for bringing this matter forward as it enables me to repair an omission in my opening speech. That speech, although it was a long one, did omit reference to one important point, and that is that we have not incorporated in the new Resolution the provision in the supplementary Resolution of 1931 which enabled loans to be taken from the Road Development Fund for maintenance. The reason we have not done so is that we hope that the necessity for borrowing from the Road Development Fund for maintenance has now ceased. It is not a practice which we desire to encourage: we want the Road Development Account used definitely for the purposes for which it was started, that is, for road development and not for maintenance; and it is for that reason that we have left this provision out of the new Resolution as we thought that if any Local Government in future desires to borrow from the Road Development Account for maintenance, definite proposals to that end should be placed before this House for its sanction.

Then, my Honourable friend, Mr. Mitra, objected to the Rs. 9 lakhs that we have in our reserve. I do not think that Rs. 9 lakhs can be considered as a very large sum; we feel that it is not desirable that we should budget up to the hilt: we may get an outstanding proposal of real value coming along which costs a fair amount of money, and it is desirable to have something in hand to deal with that when it comes. He also wished to know how we spent the money, Rs. 3 lakhs, that I said had been devoted to experiments and research. The experiments which have been carried out have been carried out primarily upon the advice of a committee of Chief Engineers with a view to ascertaining, amongst other things, the most economical treatment or reconstruction of waterbound macadam for different traffic conditions, the possibility of improving the standard of maintenance of unmetalled roads, and last and most important of all, I think, the cheap "stage" improvement of unmetalled roads. "Stage" improvement is a highly technical term: put simply, it means the building up of unmetalled roads from the stage in which they carry the cruder forms of traffic until they are fit for something much better. We also use that part of our reserve for the distribution of information. We publish a magazine called Indian Roads which is devoted to that object. I have here a note which deals at greater length with this subject, but I do not wish to inflict it upon the House. My Honourable friend, who sits behind me, will be very glad to enlighten Mr. Mitra further in regard to it if he wishes it.

That brings me to the criticism which Mr. Mitra brought forward in regard to the appointment of the Road Engineer. He wished to know why Government had not accepted the recommendation of the Retrenchment Committee that that appointment should be abolished and such work as was required to be done should be done by the technical Personal Assistant to the Chief Engineer under the latter's general control. I may point out, in the first instance, that the Retrenchment Committee did not make a definite recommendation: they simply said that they were "disposed to think": Government also thought and they came to the conclusion, as I am quite certain that my Honourable friend himself would have done if he had continued on the Standing Committee on Roads—as I very much wish he had for, I am sure, his advice would have been of great value,—that we could not do without a whole time

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Road Engineer. I am quite certain that those members of the Standing Roads Committee, who are present here today, will endorse what I say, when I maintain that Mr. Mitchell's work has been of the utmost value. A crore of rupees a year is a large sum, and it is a whole-time job to deal with it. I think it may interest some Members present if I mention that we hope, for instance, to send Mr. Mitchell down shortly to Bihar or rather to Orissa to see what he can do to help there.

My friend, Diwan Bahadur Ramaswami Mudaliar, criticised the present Resolution on the ground that there was some subtle change in it which undermined the powers of the Assembly in regard to expenditure. I can assure him, Sir, that there is nothing of the kind. I do not think he has the original Resolution before him. If he has and will turn to the last paragraph of it, he will see that it runs as follows:

"All proposals for expenditure from the annual grant or its accumulated balance shall be transmitted by the Standing Committee to its Finance Sub-Committee (hereby the Members of the Assembly, who were members of the Committee) for approval before recording its final acceptance; and the Standing Committee shall not record its acceptance to any such proposal unless it has received the approval of the Sub-Committee."

The new paragraph reads:

"No approval to any proposal for expenditure from the Road Account shall be given by the Committee unless it is supported by:

- (i) a majority of the members present and voting who are Members of the Legislative Assembly, and
- (ii) a majority of the members of the whole Committee present and voting."

There is no real difference between those two. All that has happened is that I found when I took over the Chairmanship of the Roads Standing Committee that the whole of the proceedings had been telescoped; as a matter of fact, the Finance Sub-Committee was never sitting, and all proposals came up to the whole Committee. The reason being that,—and it is a very gratifying reason—there has never been any occasion for a division on this Committee. The decisions have, I am glad to say, certainly in my time and I believe before, always been unanimous. If my friend will look at paragraph 10 (1) of the Resolution a little more closely, he will find it is stated that no approval to any proposal for expenditure from the Road Account shall be given by the Committee unless it is supported by a majority of the Members of the Legislative Assembly. I cannot go any further, unless it has the support of the majority of those members present who are Members of the Legislative Assembly. That means that it is the Assembly which decides the matter of expenditure on roads in the first instance. If they decide in favour of its being incurred, then it goes before the Committee as a whole, and, as the Members of the Assembly as against the Members of the other House are two to one, the probabilities are distinctly in favour of the view of the Members of the Assembly being accepted.

There is one point in the speech of my friend, Mr. Gaya Prasad Singh, to which I think I should make a reference. He suggested that we might make use of the reserve to repair the damage done to roads in Bihar by the earthquake. Well, Sir, I do not think that the five lakhs additional amount we are getting by this Resolution or the 15 lakhs annually which we shall

get as reserve would go very far in this direction, and, as this House knows, the great undertaking of putting the roads in Bihar right is being carried out in another fashion. I would again assure my friends from Assam and Bihar that, in administering the reserve, we shall bear their special needs in mind. That, Sir, is all I have to say on the Resolution.

I should like, in conclusion, if I may, to associate myself as the junior Member of the Government of India with all that has fallen from the various sections of the House in regard to the Leader of the House and the Finance Member during the last two days, and I am quite sure that my Honourable colleague, the Home Member, will wish to do the same. Those of us on these Benches have had greater opportunities possibly than Honourable Members opposite of realising what delightful colleagues they have been to work with, how deeply the interests of India have been at their hearts and how valiantly they have fought for those interests on all occasions, in spite, if I may say so, in the case of the Finance Member, often of much misunderstanding and misconception.

With regard to my friend, the Leader of the House, who is also the Law Member, it is true that, as Raja Bahadur Krishnamachariar has said, lawyers often come in for unfair criticism. The most devastating criticism that I have ever discovered in regard to lawyers is contained in an epitaph which, I understand, appears on a Scottish tombstone. I have given it before to the Leader of the House, but it may be new to the Members of the House. It runs as follows:

"Here lie John and Thomas Benn .  
Lawyers both but honestmen  
God works wonders now and then!"

Well, Sir, if an honest lawyer is a wonder, my Honourable friend, the Leader of the House, must be one of the wonders of the world!

**Dr. Ziauddin Ahmad:** Sir, I gave about four quotations from the Report. Can my friend tell me what is the share of the United Provinces in this?

**Mr. K. G. Mitchell** (Government of India: Nominated Official): About five lakhs a year.

**Mr. President** (The Honourable Sir Shanmukham Chetty): What about the amendments?

**Dr. Ziauddin Ahmad:** I don't withdraw.

**Mr. President** (The Honourable Sir Shanmukham Chetty): The question is:

"That in clause 1, the words 'not less than' be omitted."

The motion was negatived.

**Mr. President** (The Honourable Sir Shanmukham Chetty): Mr. Reddi.

**Mr. T. N. Ramakrishna Reddi:** I want to withdraw my amendment No. 3\*.

The amendment was, by leave of the Assembly, withdrawn.

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\*"That in sub-clause (1) (a) of clause 3, for the words 'fifteen per cent' the words 'ten per cent' be substituted."

**Rai Bahadur Sukhraj Roy:** I also beg leave of the House to withdraw my amendments.

The amendments were, by leave of the Assembly, withdrawn.

**Mr. President** (The Honourable Sir Shanmukham Chetty): Sir Leslie Hudson?

**Sir Leslie Hudson:** I want to withdraw my amendment.

The amendment was, by leave of the Assembly, withdrawn.

**Mr. President** (The Honourable Sir Shanmukham Chetty): The question is:

"That in sub-clause (2) of clause 3, the following be added at the end :  
'with the recommendation that the whole amount thus given shall be earmarked for giving grants to the Local Boards for the development of rural communications'."

The motion was negatived.

**Mr. President** (The Honourable Sir Shanmukham Chetty): The question is:

"That clause 6 be omitted."

The motion was negatived.

**Mr. President** (The Honourable Sir Shanmukham Chetty): The question is:

"That sub-clause (1) (iii) of clause 7 be omitted."

The motion was negatived.

**Mr. President** (The Honourable Sir Shanmukham Chetty): The question is:

"That sub-clause (2) of clause 7 be omitted."

The motion was negatived.

**Mr. President** (The Honourable Sir Shanmukham Chetty): The question is:

"That after sub-clause (d) of clause 11, the following new sub-clause be added :  
'(e) to see that the grants given under clause 3 are spent upon objects mentioned in clause 7.'"

The motion was negatived.

**Mr. President** (The Honourable Sir Shanmukham Chetty): The question is that the following Resolution be adopted.

"In supersession of the Resolution adopted by this Assembly on the 4th February, 1930, as supplemented by the Resolution adopted by this Assembly on the 3rd October, 1931, this Assembly recommends to the Governor General-in-Council that :

1. There shall continue to be levied on motor spirit an extra duty of customs and of excise of not less than two annas per gallon, and the proceeds thereof shall be applied for the purposes of road development.

2. (1) From the proceeds of such extra duty in any financial year there shall be deducted a sum equivalent to the share in such proceeds arising from motor spirit used for purposes of civil aviation during the calendar year ending in the financial year concerned, and such sum shall be at the disposal of the Governor General-in-Council for allotment as grants-in-aid of civil aviation.

(2) The balance of the proceeds shall be credited as a block grant to a separate Road Account.

3. (1) The annual block grant shall be allotted as follows :

(a) a portion equal to fifteen per cent. shall be retained by the Governor General-in-Council as a Central reserve;

(b) out of the remainder there shall be allotted :

- (i) a portion to each Governor's Province for expenditure in the Province;
- (ii) a portion to the Governor General-in-Council for expenditure elsewhere in British India;
- (iii) a portion to the Governor General-in-Council for expenditure in Indian States and administered areas;

in the ratio which the consumption of motor spirit in each area to which an allotment is to be made bears to the total consumption in India during the calendar year ending during the financial year concerned :

Provided that for the purposes of these allotments the consumption of motor spirit in Jammu and Kashmir shall be disregarded.

(2) The portion allotted to a Governor's Province shall be placed at the disposal of that Province in one or more instalments, as soon as the distribution can conveniently be made.

4. The balance to the credit of the Road Account or of any allotment thereof shall not lapse at the end of the financial year.

5. No expenditure shall be incurred from any portion of the Road Account save as hereinafter provided.

6. The Central reserve with the Governor General-in-Council shall be applied firstly to defraying the cost of administering the Road Development Account, and thereafter upon such schemes for research and intelligence and upon such special grants-in-aid as the Governor General-in-Council may approve.

7. (1) All allotments for expenditure in British India may, subject to the previous approval of the Governor General-in-Council to each proposal made, be expended upon any of the following objects, namely :

- (i) on the construction of new roads and bridges of any sort;
- (ii) on the reconstruction or substantial improvement of existing roads and bridges;
- (iii) on the interest and amortization of loans taken after the date of this Resolution and spent on the construction, reconstruction or substantial improvement of roads and bridges;
- (iv) in special cases, on the maintenance of roads and bridges, constructed, reconstructed or substantially improved from the Road Account since 1930;
- (v) in special cases, on the maintenance of roads or bridges constructed, reconstructed or substantially improved from loan funds after the date of this Resolution.

(2) Where any part of a provincial allotment of the Road Account is to be applied for the payment of interest and amortization of loans under clause (iii) above, such payment shall be a first charge on all allotments to that Province.

8. In considering proposals for the construction, reconstruction or improvements of roads and bridges from the Road Account, the Governor General-in-Council shall bear in mind the present urgent need for improving the efficiency and reducing the cost of transport by road of agricultural produce to markets and railways.

9. The following special rules shall apply to Burma, namely :

- (a) The portion of the Road Account allotted to Burma shall be further apportioned between the Shan States and the rest of Burma in the manner indicated in paragraph 3.



[Mr. President.]

- (b) Instead of the approval of the Governor General-in-Council to any proposal under paragraph 7, the approval of the Governor, after consultation with the Federal Council, shall be required for schemes in the Shan States, and the approval of the Local Government, with the concurrence of the Local Legislature, shall be required for schemes in the rest of Burma.
10. (1) A Standing Committee for Roads shall be constituted each financial year consisting of :
- (a) the Member of the Governor General's Executive Council in charge of the Department dealing with roads,
  - (b) two nominated **official Members of whom one shall be a member of the Legislative Assembly,**
  - (c) three members elected by the Members of the Council of State from amongst themselves, and
  - (d) six members elected by the Members of the Legislative Assembly from amongst themselves.
- (2) No approval to any proposal for expenditure from the Road Account shall be given by the Committee unless it is supported by :
- (i) a majority of the members present and voting who are Members of the Legislative Assembly, and
  - .. (ii) a majority of the members of the whole Committee present and voting.
- (3) All proposals for expenditure from the Central reserve and all other proposals for expenditure from the Road Account to be made in British India (excluding Burma) shall be referred by the Governor General-in-Council to the Standing Committee before he approves of them.
11. The functions of the Standing Committee shall be :
- (a) To consider the annual budget and accounts of the Road Account.
  - (b) To advise upon all proposals for expenditure from the Central reserve.
  - (c) To advise upon the desirability of all other proposals involving expenditure from the Road Account in British India (excluding Burma).
  - (d) To advise the Governor General-in-Council generally on all questions relating to roads and road traffic which the Governor General-in-Council, may refer to them."

The motion was adopted.

#### RETIREMENT OF THE HONOURABLE SIR BROJENDRA MITTER, LEADER OF THE HOUSE.

**Mr. President** (The Honourable Sir Shanmukham Chetty): Before adjourning the House, I would like to associate myself with my colleagues in offering my good wishes to the Honourable the Leader of the House on the occasion of his retirement in a few days. As President of the Assembly, I have probably come into more intimate contact with the Leader of the House than other Honourable Members, and I have felt that if the work of the House has gone on so smoothly, it is very greatly due to the charming personality and the great popularity of the Law Member in this House. It is indeed a matter for congratulation that when the time came for him to go into his well-earned rest and retirement, he has again answered the call of duty. It is a matter for congratulation that the Law Member's activities will be transferred to another equally important sphere. I think that this Session of the Assembly has been extremely partial to Bengal. It has given to Bengal half of the jute duty and the whole of the Law Member. Probably, Honourable Members coming from Bengal will object if I say that the House has made a gift to Bengal, because they would claim that both the jute duty and the Law Member by right belong to them. We hope that Bengal will use both

these rightly. I join my Honourable colleagues in wishing the Law Member very many years of useful activity and greater opportunities of public service. (Applause.)

**The Honourable Sir Brojendra Mitter** (Leader of the House): I am very grateful for the handsome terms in which reference has been made to me. This House has always been indulgent to me and my relation with Honourable Members opposite has been uniformly cordial. Their ready help and willing co-operation have been of the utmost value to the arrangement of business. Before I came to the Government of India, I had never taken an active part in politics and had no inside knowledge of the game. I now find the game to be quite exhilarating and have sometimes wished that I might try to find a seat on the Benches opposite. I went to the length of approaching my friend, Mr. Mitra, in search of a safe seat. My dream may yet be realised.

Sir, my intervention in the debates has necessarily been infrequent. Finance and Economics occupied the stage to such an extent that Law had little chance. Nevertheless, we have had our Legal field days. Fortunately for us, Law does not grope in the fog of theories and I thoroughly enjoyed the days when, in the ample display of legal talent, Finance and Economics took a back seat.

Sir, I take this opportunity to express my high appreciation of the good work done by the Whips of all Parties. The smooth working of our business is largely due to their unostentatious work behind the scenes. I am happy to say that all Parties have loyally carried out the arrangements reached by the Whips.

Sir, I must make some mention of the social side of Assembly life. Functions in the Assembly Gardens have come to be a feature of Delhi life where the utmost goodwill and good humour prevailed to soften the rigours of the long hours of strenuous eloquence.

The most intriguing part of the House is, however, the Lobby, where fancy soars high and speculation keeps excitement alive.

Sir, under your youthful guidance, the Assembly has had its thrill of night sittings and colourful galleries.

Should I have occasion during the coming Sessions to come to Delhi, I hope you will give me a Visitor's Pass without requiring an identification certificate. (Laughter.)

I thank all Honourable Members and wish them God-speed. (Cheers.)

The Assembly then adjourned *sine die*.





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